

University of San Diego

Digital USD

Dissertations

Theses and Dissertations

1989

The Schools of the Future Commission of San Diego City Schools: An Ethnographic Study

Bertha Ousley Pendleton EdD
University of San Diego

Follow this and additional works at: <https://digital.sandiego.edu/dissertations>



Part of the [Leadership Studies Commons](#)

Digital USD Citation

Ousley Pendleton, Bertha EdD, "The Schools of the Future Commission of San Diego City Schools: An Ethnographic Study" (1989). *Dissertations*. 528.
<https://digital.sandiego.edu/dissertations/528>

This Dissertation: Open Access is brought to you for free and open access by the Theses and Dissertations at Digital USD. It has been accepted for inclusion in Dissertations by an authorized administrator of Digital USD. For more information, please contact digital@sandiego.edu.

THE SCHOOLS OF THE FUTURE COMMISSION
OF SAN DIEGO CITY SCHOOLS:
AN ETHNOGRAPHIC STUDY

by

Bertha Ousley Pendleton

A dissertation submitted in partial
fulfillment of the requirements
for the degree of

Doctor of Education
University of San Diego
1989

Dissertation Committee:

Joseph C. Rost, Ph.D., Director

Edward De Roche, Ph.D.

Robert Infantino, Ed.D.

THE SCHOOLS OF THE FUTURE COMMISSION
OF SAN DIEGO CITY SCHOOLS:
AN ETHNOGRAPHIC STUDY

Pendleton, Bertha O., Ed.D. University of San Diego, 1989

Director: Joseph C. Rost, Ph.D.

Ethnographic research methods were used to analyze the culture of a large city commission appointed to make recommendations for the future of the school district. The study focused on the year-long deliberations of a panel of 17 community leaders. The objectives of the study were to (1) describe the culture of the Commission, (2) analyze the action of Commission members, and (3) develop guidelines for conducting successful commission studies.

Major research questions that were the focus of the study were inquiries about (a) the social and cultural organization of the Commission, (b) how the Commission developed and proceeded to do its work, (c) the theoretical concepts surrounding the marker events of the Commission proceedings, (d) the nature of the interactions among participants, (e) the role of leaders in the outcomes of the report, and (f) how this Commission operation differed from that of others.

Analyses of the proceedings indicated that the Commission shared a similar process and format with most other commissions. The group evolved its own culture with working norms, roles, and values. Using major national studies as a base, Commission members examined aspects of

the education system they felt were inadequate and made recommendations for change. As was true of other commissions, their recommendations provided broad policy direction rather than exact prescriptions. The commission process was propelled by strong leaders who coalesced their influence around a shared set of goals including political interests.

The Commission study did not follow social science research methods, producing findings which can be held up for validity and reliability testing. The recommendations primarily represent the opinions of influential key leaders. Many of the recommendations draw upon business experiences and models. It will be important to evaluate how well these strategies work in school settings.

The Commission served a symbolic purpose of bringing key issues to the policy agenda for education. This enlightenment was expected to motivate the public and educational system toward action. An additional feature of the study was the development of guidelines which can be used by other school districts and policy leaders in conducting a commission study. Results indicate that those planning commission studies must give proper consideration to commission membership, charge, meetings, and leadership.

DEDICATION

To my husband, Oscar,
whose sacrifice and support were
so important to this accomplishment.

ACKNOWLEDGEMENTS

Success is possible only because so many others lift you upon their shoulders so you may see the mountain top. Thanks to my parents who gave me the first big lift. Special appreciation to my friend and advisor, Dr. Joseph Rost, Mrs. Lucy Glemser, and my professional colleagues for their unconditional love and encouragement.

TABLE OF CONTENTS

Dedication	ii
Acknowledgements	iii
List of Tables	vii
List of Appendices	viii

Chapter	Page
I. THE IMPETUS FOR THE COMMISSION STUDY	2
Statement of the Issue	3
Purpose and Objective	9
Need for the Study	12
Limitations	14
Dissertation Organization	14
II. REVIEW OF THE LITERATURE	16
Historical Perspective of Futures Planning	16
Educational Reform of the 1980s	25
Education in the 21st Century	43
Using Ethnographic Methods in Educational Research	48
III. RESEARCH DESIGN AND METHODOLOGY	59
The Research Setting	59
Data Collection	60
Data Analysis	63

IV.	DESCRIPTIVE PRESENTATION OF THE SCHOOLS OF	
	THE FUTURE COMMISSION AND ITS PROCEEDINGS	66
	Commission Origin and History	66
	Profile of Commission Membership	71
	Commission Charge	81
	Commission Activities	83
	The First Quarter Period	86
	The Retreat Session	109
	The Second Quarter Period	112
	Beliefs and Values	113
	Basic Goals	118
	Strategy	121
	Guiding Management Concepts	124
	Facilitating Goal(s)	125
	The Third Quarter Period	135
	The Fourth Quarter Period	150
	The Experience of Other Commissions	170
V.	ANALYSIS OF THE SCHOOLS OF THE FUTURE COMMISSION	
	PROCEEDINGS	175
	The Formation of the Commission's Culture	176
	Stages of the Commission's Development	178
	Major Policy Decisions	180
	The Decision to Recommend a Community Coalition	181
	Policy Decision on School Restructuring	189
	Policy Decision on Technology	197

V.	Continued	
	Policy Decision on Second Language Recommendation	200
	Policy Decision on School Finance	203
	Excluded Recommendations	206
VI.	COMMISSION STUDIES: CONCLUSIONS AND RECOMMENDATIONS	208
	Objectives of the Study	210
	Culture of the Commission	210
	Commission Patterns	217
	Major Commission Themes and Patterns	218
	Reflections on the Schools of the Future Commission's Report	229
	Guidelines for School District Planning	236
	Selection of Commission Members	236
	Charge to Commission	237
	Commission Meetings	238
	Staff Support to Commission	239
	Dissemination of Commission Report	240
	Recommendations for Further Research	241
	Concluding Remarks	243

LIST OF FIGURES

Figure		Page
1	Schools of the Future Commission Membership	73
2	Crosby Milnes's Planning Approach	101

LIST OF APPENDICES

Appendix	Page
A Sample Interview Guide	253
B Brainstorming Notes From Friday Retreat Session	255
C Brainstorming Notes From Saturday Retreat Session	261
D Hispanic Parents For Quality Public Education	276
E Restructuring Schools for the Future Draft	283
F San Diego Compact Concept	293
G Report of Task Force on Technology	301

CHAPTER I

THE IMPETUS FOR THE COMMISSION STUDY

During the early 1980s, over thirty national panels, commissions, and experts reviewed school programs and made recommendations for their improvement. These private citizen groups included political officials, educators, college presidents, and business executives. The public attention directed toward education generated major reforms, legislation, and new programs in many states.

School district officials, business and community leaders across the nation reassessed their schools in light of current and perceived future needs. They studied the indicators which forecast future developments in society, determined the implications for education, and planned necessary change. Major issues faced by these educators included (a) the purposes of education, (b) demographic changes, (c) job markets highly influenced by technology and a global economy, (d) the role of school in a technological society, (e) preparation and availability of teachers, (f) leadership of schools, (g) school governance and participation in decision making, (h) academic excellence, (i) financial support for schools, and (j) citizenship responsibilities.

Using the recommendations of national experts as background for local discussion and debate, school administrators formed their own

commissions to reach conclusions about what to do locally to plan for the future of public education. A desire to respond proactively to the major issues facing education and to engender community interest and support were the primary reasons for establishing the Schools of the Future Commission for San Diego.

Statement of the Issue

The publication of A Nation At Risk (NCEE, 1983) provided a major catalyst for school reform in education throughout the country at the beginning of the decade. In California, school effectiveness research strategies had already been incorporated into the ongoing state school improvement program and established a state of readiness and receptivity for new reform thrusts. Through the efforts of the governor, a new reform-minded superintendent of public instruction and other political leaders, the California State Legislature passed Senate Bill 813 in 1983.

Senate Bill 813 established a systematic plan for implementing educational reform throughout California. It included permissive and mandated provisions. Increased state funding accompanied several of the new mandates and many elements of the permissive legislation carried incentive funding. For 1984-85, the San Diego Unified School District received \$2.8 million in increased state funding for the implementation of a longer school day and year. By 1985-86, California reform efforts were evident throughout the state reflected in (a) stiffer graduation requirements, (b) increased instructional time, and (c) increased requirements for teacher and administrative personnel credentialing.

San Diego Unified School District, like many other districts in California, complied with all of the mandated elements and most of the permissive provisions of the new reform legislation. Many of the mandated requirements related to curriculum and instruction innovations and stronger graduation requirements. The district had already initiated several changes which equalled or exceeded the new state requirements. Thus, because new reform mandates were viewed largely as a natural part of the continuum of progress, general support for the reform momentum continued in San Diego (Carriedo et al., 1986).

The years 1983 to 1986 were marked by additional studies which gave rise to a second wave of reform. Notable among these were the works of Boyer (1983), Goodlad (1984), andSizer (1984) who recommended combining subject fields into a few broad integrated areas of learning. In contrast to the earlier reforms which had focused on tightening and toughening up standards, the second wave assumed that schools required fundamental restructuring to make them more educative. Reforms of the early 1980s were just beginning to take hold as the second wave reform thrust was introduced. School district leaders and key policy makers saw the need to make a transition.

As noted by Lynn (1986) many of the earlier reforms had been mandated in state legislatures as a form of top down management. Critics claimed the reforms caused needless regimentation and curtailed the professional latitude of teachers by seeking quick fix, prescriptive methods. Little had been done in the way of deep structural and financial reforms. Parents and citizens were encouraged to collaborate with school people and begin to explore these issues.

Thomas W. Payzant came to San Diego as the San Diego Unified School District's superintendent in 1982. As part of his reorganization efforts, he established the Planning, Research and Evaluation Division which included a larger and broader planning department. Ruben Carriedo, a former San Diego district administrator who took a two-year leave to acquire a doctoral degree in planning from Harvard University, was selected to head the expanded unit. While the department initiated planning for the development of a long range facilities master plan, short term planning usually dominated its time and limited resources.

Lewis (1987) expressed a belief that school districts of the future must begin a strategic planning process by exploring the world around them; understanding the political, social, economic, technological, and competitive context in which the school district is situated. Thus, superintendents must constantly scan the external environment to create alternative scenarios of how external changes might occur and how the district might deal with them. Lewis feels that the school district of the future will concentrate more on the external environment and less on the internal organization.

In 1986, Payzant appointed a 17 member commission to study the school district as well as the demographic, social and economic issues that impact it, and then make recommendations for its future. The Schools of the Future Commission was appointed to address the question, "What should the San Diego public schools be like in the year 2000?" In the charge to the Commission, Payzant stated:

In recent years the San Diego Unified School District has expanded and strengthened its planning department. We are developing an

effective, systematic planning process. However, its activities are confined mainly to short-range planning. It is extremely important to consider the longer range as well.

The Commission should seek answers to such questions as:

- ° What should schools be like in the year 2000?
- ° Who will constitute the clientele?
- ° What societal and economic changes are projected that will affect our schools?
- ° What programs will be appropriate?
- ° How do we prepare teachers and administrators for these schools?
- ° What planning should we be doing now?

The Commission should consider these kinds of questions, engage in long-range analysis and planning, and advise the district about the curriculum, staffing, and structure necessary to meet the public education needs of the community in the year 2000 and beyond. (Payzant, 1986, p. 1)

According to Robert Filner, the Commission's chairman, the "district's ability to meet the demands of educating the city's children for the year 2000 and beyond will be in jeopardy if we do not begin long range analysis and planning now" (R. Filner, personal communication, August 4, 1986).

Why all this upsurge of interest in the 21st century? Though the turn of the century is yet 11 years away, books, radio shows and television documentaries, all reflected this turn of the century agenda. Kidder (1986) noted that "the ends of centuries, like the ends of years, call forth a kind of soul searching, a time for taking stock of what's

behind and pondering what's ahead" (p. 16). A similar kind of concern was seen in the decades preceding the 20th century. While some things that were vaguely imagined came to pass, many achievements of the 20th century were not anticipated in the 19th century reports about the future. What is so special about the 21st century, related Kidder, was that "never before have the forces of change been so concentrated, the pace so blistering and the issues so world-embracing" (p. 16). In a reference to Toffler (1970), Kidder reflected that the overwhelming majority of all the material goods being used had been developed within his lifetime of 62 years.

In a prospectus which Carriedo et al. (1986) prepared for the Schools of the Future Commission, San Diego was described as a city which was growing rapidly and in which most of the growth could be attributed to ethnic minorities. In 1980, ethnic minorities comprised 26% of the county's total population. By the year 2000 this population will increase to 40% with higher concentrations expected within the city boundary. The largest increases will occur in Hispanic and Indochinese communities. The city will continue to become more multilingual and multicultural.

The school population shifted from 74% white in 1974 to 46% in 1986. Hispanic students were expected to increase to 24% by 2000. Almost half of the district's students qualified for free or reduced lunch programs. While dropout rates were lower than the national average and those of other urban districts, relatively high rates existed for Black and Hispanic students.

There were several reasons why some people thought that the San

Diego City Schools was a perfect district for initiating major proactive change. The district had been able to retain an ethnically representative student body while implementing a major voluntary integration program. Most urban districts had not been this successful. About 70% of the district's teachers came from local colleges and universities, and the district had enjoyed long experience in working with these institutions. The potential for collaboration in teacher training efforts was high, and the district was currently participating in several such projects. The leadership style of the superintendent encouraged broad community participation in decision making. Several standing advisory committees met with the superintendent on a regular basis and community task forces had been established to study and provide recommendations on major issues including (a) budget, (b) dropout problems, (c) facilities planning, and (d) health policies.

How would educators and community leaders consider alternating reforms of the past two decades and national and state level reform reports of the eighties? How would they begin to envision an educational response which would adequately prepare students for the 21st Century? Commission members reflected on the increasing diversity of the school district. By the year 2000, one of every five pupils in the nation's public schools would be nonwhite. The education system would include more children who are poor, culturally and linguistically diverse than ever before (Strickland and Cooper, 1987). It was important to develop a coherent vision that would guide the development of a plan of action.

Purpose and Objective

The purposes of this ethnographic study are to analyze the culture of a large city school commission appointed to make recommendations for the future of the school district and to develop guidelines for use by educational leaders and policy makers in planning for the future. The specific objectives of this study were to use ethnographic research:

1. To describe the culture of the San Diego Schools of the Future Commission.
2. To identify and analyze the patterns which emerged to give meaning and perspective to the actions of the members of the Commission, and
3. To use the information to develop guidelines for educational leaders and others in school districts planning for the future.

The major research questions of the study are as follows:

1. **What was the social and cultural organization of the Schools of the Future Commission?** This question is concerned with understanding the gestalt of the commission, the holistic view of its culture. Of particular interest are its physical and social environment and how participants were organized into groups to accomplish their work. The question also focuses on the characteristics of participants on the commission including backgrounds, gender, and ethnic distinctions.
2. **How did the Commission develop and proceed to do its work?** The central point of this research question is to determine how the Commission was introduced or begun, how Commission members got appointed, and why they were selected for this task. The question addresses initial Commission activities as well as the total chronology

of its proceedings including who was present, what was said, and the reaction of participants. This research reports on the results of the Commission work and the perceptions of Commission members regarding the final report.

3. What theoretical concepts explained major events of interest during the Commission proceedings? This research question impels the researcher to identify the major events of the Commission proceedings such as key decision points leading to a particular recommendation. Logical arguments, interpretations, and theories which explain these actions are presented. Information is provided on how the recommendations emerged and the role of the Commission members in initiating or reacting to them. Conceptual frameworks, including theories on leadership, organizational change, motivation, policy making, metaphor, and others are used to make sense of these important events.

4. What was the nature of the interaction among participants? This question focuses on the patterns and frequency of formal and informal interactions among Commission members. Information on the roles assumed by various members and how their behaviors were perceived by others is important to answer this question. As a result, the researcher obtained information on the form and content of verbal interactions among the participants as well as information about decision making patterns, who influenced the decision process, and how these decisions were communicated.

5. What part, if any, did leaders among Commission members and school district officials play in the discussions of the Commission and

in the outcomes of the Commission's report? This question considers the Commission members as actors and, in particular, investigates the actors who demonstrated leadership behavior. In answering this question, the researcher reports on the interactions of Commission members and staff, and discusses how the actions of leaders among the participants affected the Commission's work.

6. How were the procedures used by this Commission different from that of groups who conducted similar commission studies? This question addresses the issue of how various kinds of educational commissions conduct their business. Do these commissions generally use the same kind of composition, commission formats, and decision making strategies? Were the experiences of the Commission members quite different from one group to the other? To address this question the researcher explored the findings reported in the literature and interviewed persons who served on other commissions. These data about the deliberations of other commissions are compared with what is known about the Schools of the Future Commission.

The results of this study are written so as to include the following.

1. A descriptive narrative which tells the story of the Commission from its inception to the publication of its report.
2. The important policy decisions made by the Commission and an analysis of the process, causes, and rationale of those marker events.
3. A cultural profile of the Commission and its development.
4. A comparison of the Schools of the Future Commission with other commissions which did similar studies such as the study on teaching

conducted by the California Commission on the Teaching Profession (CCTP, 1985).

5. Guidelines for school districts to use in planning for the future.

Need for the Study

In 1987, San Diego City Schools was the seventh largest urban school district in the United States. The student enrollment was 115,461, including 44.8% White, 21% Hispanic, 16.1% Black, 2.3% Asian, .4% Alaskan/Indian, .5% Pacific Islander, 7.6% Filipino, and 7.3% Indochinese. More than 10,660 employees comprised its certificated and classified staff. The district was one of the first to establish its own futures commission. What could be learned about the Commission's culture, working procedures, impact, and ability to involve the community in planning the future would be useful to other districts and similar organizations who need to plan for change. The research on commission studies has, in the past, usually focused on the findings and recommendations with little attention to methodology, operational procedures, and interaction of the study groups.

Belief in the Commission format as a mechanism for promoting reform ideas is reflected in the persistence of commission activities since the 19th century. As secretary of the Massachusetts Board of Education (1837-1848), Horace Mann wrote some of the earliest reports. The NEA wrote dozens of reports between 1890 and 1950. The American Historical Association used the approach to challenge the "intellectual training" being provided in public schools in 1952 (Bestor, 1985).

I looked specifically for ethnographic descriptions of the activities of similar commissions. A review of the card catalog, dissertation abstracts, and an ERIC search yielded twelve studies by commissions and task forces with limited discussions in these reports about how the commissions conducted their work.

The National Commission on Excellence (1983) and the California Commission on the Teaching Profession (1985) provided more information than most. They reported on (a) the membership and process for appointment, (b) length of study, (c) papers commissioned by experts, (d) testimony of hearings, (e) research analyses, (f) special site visits, (g) communication from educators and concerned citizens, and (h) descriptions of notable programs. The National Commission on Excellence also specified: (a) the organization of the group; (b) frequency, agenda and conduct of meetings; (c) compensation and budget; (d) expectation for reports; and (e) the anticipated termination date. How commission members and others interacted to reach the recommendations of the reports was generally left to the perception of the reader unless copies of the committee proceedings were requested.

A description of how the San Diego group process worked will help leaders of other school districts to understand the forces operating within a commission and how they affect the accomplishment of commission objectives.

The issues facing urban education are critical to the future of the nation and to the San Diego community. Public school leaders and policy makers seek planning and collaboration strategies which may lead to successful change efforts. Understanding how such planning groups work is worthy of documentation.

Limitations

Ethnography is a labor intensive research method requiring considerable time. In the most comprehensive and complete form of qualitative research, the participant observer collects data through observation of some event and the events that precede and follow it. Additionally, he/she gathers explanations of its meaning from participants and spectators before, during, and after its occurrence. My employment schedule limited my observations to 10 of the 15 commission meetings. Although follow-up discussions were held with the key informant and documents were analyzed, the study does not capture the details of interactions at meetings that were not attended nor many informal communications.

Interviews were limited to 15 of the 17 Commission members. One of the Commission members was out of the country for an extended period of time and was unavailable. Another Commission member did not make time available to the researcher because of heavy business commitments.

Dissertation Organization

Chapter two is a review of the relevant literature dealing with (a) the historical perspective of futures studies, (b) educational reform studies conducted during the 1980s, and (c) ethnographic research methodology. Because of its pertinence, the major emphasis is given to the reform literature.

Chapter three sets forth the research design and methodology which is used to study the Schools of the Future Commission. The research questions are discussed including the data expectations for responding

to each. As the researcher, I inform the reader about the approach that is taken and describe my specific role as a participant observer conducting an overt study. How I proceeded to conduct observations, unstructured interviews, and analysis using ethnographic research methods is also covered in this section.

In chapter four, I present the research findings of my study in a narrative report which describes (a) the culture of the Commission, (b) how it developed, (c) the processes used to conduct its business, (d) its artifacts and documents, and (e) how it arrived at the report recommendations. A cultural profile of its members, leader, key informant, and observations of their actions is also given. Comparative data are presented in this section on processes used by similar commissions and task forces.

In chapter five, I discuss selected cultural patterns that exist in the data and how they relate to research questions of the study. I share insights from the data which lead to speculations and conjectures about various causal linkages between processes and outcomes. My attempt is to present a holistic picture of interdependent relationships among things that appear to go together. This includes the integration of my own perspective and supporting theoretical frameworks discussed in the literature about organizational culture.

In chapter six, I present, as one of the research products, guidelines for district leaders to use in planning for the future. I also discuss the conclusions and recommendations, summarize the contribution this study makes to ethnographic research, and indicate the implications for future research in organizational culture.

CHAPTER II

REVIEW OF THE LITERATURE

Historical Perspective of Futures Planning

One of the earliest, recent efforts to study the future from an international perspective was initiated in 1968 by the Club of Rome, a group of thirty members from a variety of nationalities and backgrounds. Dr. Aurelio Pecci, an industrial economist who served as its chairman, invited this group of scientists, educators, humanists, economists, and civil servants to explore the present and future predicament of man (Club of Rome, 1972).

Drawn together largely because of the interrelatedness of the world condition, these representatives initiated the Project on the Predicament of Mankind which was to examine several elements of the "world problematique" (COR, 1972, p. 10). The Club decided that the development of a computerized tool that could project trends and analyze interactions among them would be an excellent tool. So, phase one of this international study was initiated at the Massachusetts Institute of Technology with financial support from the Volkswagen Foundation (Hughes 1985).

The Limits to Growth (COR, 1972), examined five factors which were said to influence growth: population, agricultural production, natural resources, industrial production, and pollution. The basic conclusion of its analysis projected a very gloomy future indicating that major collapses and shortages would result if global population and industrial output were not stabilized.

Although this report was not the first to forecast such a dire future, this well written document with easily understood computer analyses was distributed around the world and quickly became a best seller. Further, its release coincided with crop failures in the Soviet Union and Africa and the mideast oil embargo.

The report drew instant criticism ranging from skepticism about forecasts in general to attacks on the report's methodology. Arguments persisted about the level of resource scarcity, abilities to control pollution, and technological advancements underway to slow growth. Despite the controversy surrounding the accuracy of the report's forecasts, the important lesson which the study made was that growth left unchecked would eventually reach the ultimate limits of that system and collapse. For those who perceived that the attainment of these limits was near at hand, the report was not very hopeful.

No Limits to Learning (Botkin, Elmandjra, and Malitza, 1979), another Club of Rome report, viewed the "world problematique" as a human challenge (p. 1) to engage in innovative learning. Learning as defined in this context referred to the methodologies, skills, attitudes, and values necessary to live in a world of change. Thus, any ability to "break the cycle of increasing complexity and lagging understanding" (p. 2) would require the stimulation of vision and the creativity of people to solve the problems of the future.

The report concluded that throughout this cultural evolution, people had adapted to their environment through learning, and the advances taken in the aggregate had been sufficient to meet the challenges in a timely fashion. Most societies had adopted a pattern of

maintenance learning for dealing with known and recurring conditions and the shock of a few external events stimulated innovation. The accelerated pace of change and turbulence which occurred since the 1920s produced a wide gap in learning, and serious questions were raised about the vulnerability of shock learning when the events and crises could be catastrophic.

The ability to visualize futures, to generate and discard thousands upon thousands of assumptions about events that have not yet - and may never - become reality, makes people the most adaptive of all animals. It is a prime task of education to enhance this ability, to help make the individual more sensitively responsive to change (Toffler, 1974).

Botkin et al. (1979) proposed a conceptual framework for innovative learning to include anticipatory and participatory features. These concepts were thought to be able to deal with increasing complexity and widening contexts which limited common understanding about information, norms, values, and technology.

Anticipatory learning would deal with the future by foreseeing coming events and evaluating medium term and long term consequences of current decisions and actions (p. 25). The focus was not simply on choosing desirable trends and averting catastrophic ones, but also on creating new alternatives. This kind of innovative learning was to prepare one for action in a new situation. Anticipatory learning implied initiative and responsibility to take advantage of it. Much evidence existed that despite projections, forecasts, and scenarios about many changes on the horizon, people did not take action to influence these events.

Botkin et al. (1979) believed that participatory learning complemented anticipatory learning by providing the social component to the mental element of anticipation. The Club of Rome opined that more people from throughout the world needed to be partners in decision making about local and global issues that affected their environment and lives. Such partnerships would develop with the decline of hierarchical organizations where managers at the top made decisions for others, and the advent of adhocracy where task force teams organized employees at various levels to work together on a common problem or project.

Participation implied some aspiration to be a partner in decision making and the ability to take initiative. The real advantage of participatory learning was its emphasis on the common search to understand a problem. This supposedly led to less conflict and the reformulation of problems.

Participatory learning is not a panacea. It is harder to motivate for the common good than it is for a vision of common danger. What happens when it is lacking is a worse alternative. Many people have used participation to veto plans rather than develop other ideas. Education and training are needed to prepare participants for assuming more meaningful and active roles.

Interest in decentralization centered around a belief that increased participation of parents and the business community would lead to increased influence in the school system and greater accountability of the system to the community. The research literature presents mixed experiences. It produced some changes in school governance. In other

instances, financial issues and political problems thwarted its effectiveness (Wissler, 1986).

Hughes (1985) discussed the competing images that futurist writers have projected for the last two decades, adding to the confusing debate about what direction the future will take. Future Shock (Toffler, 1970) focused on the economic structures and how they are becoming increasingly postindustrial in nature. He detailed the shock that people experienced when they failed to adapt to accelerated and overwhelming change.

The purpose of Future Shock, a widely read best seller, was to increase understanding about how people could educate for change and understand the theory surrounding adaptation. The age of permanence which characterized the greater portion of most adults' lives gave way rapidly to an accelerated pace of life with emphasis on transience and temporariness. Toffler acquainted the reader with the implications in economic and value changes for a throw-away society. Transience was also reflected in: (a) the increase and patterns of mobility which occurred within the United States; (b) the impact on informal relationships including families, friends, and neighbors; (c) the turnover of relationships with formal organizational structures; and (d) the rapid turnover of images, concepts, and knowledge. Cornish (1977) sought to define and warn of the stress and disorientation that would result from a demand to handle too much change in too short a time. He contended that this age of convulsive change, the most rapid in all of history, produced a situation where people no longer felt certain about job, spouse, church, or anything because everything was changing so

rapidly. While the aggregate of these changes resulted in overall progress, the price in unintended results might have been too high to achieve the changes that were desired.

Two other aspects of rapid change explored by Toffler were novelty and diversity represented in (a) new gadgets, (b) unprecedented problems, and (c) new products and lifestyles. During the five years following the publishing of Future Shock, Toffler visited many universities, research centers, laboratories, and government agencies interviewing experts on different aspects of change and coping behavior. He concluded that more and more people were suffering from future shock.

In contrast, Toffler's Third Wave (1980) did not provide a systematic analysis as such, but described the new civilization which was evolving and how more would relate to it. Toffler organized civilization into three large categories of time called waves. A first wave encompassed the agricultural phase, a second wave was aligned with the industrial phase, and the 1980s marked the beginning of the information wave phase (Toffler, 1980, p. 22).

A work with the same kind of style and popularity was the national best seller, Megatrends (Naisbitt, 1984). The book discussed the way America was restructuring itself into an information society and presented ten trends derived from his content analysis of newspapers. Critics raised serious questions about this methodology and whether these trends simply represented the passing fashion in the press during that era. For example, civil rights, Vietnam, and the environment might presumably have appeared in the analyses from the 1960s. As the economy makes a transition from manufacturing to information, the emphasis can

be expected to shift to decentralization and participation as opposed to representation (Hughes, 1985).

Glines (1978) theorizes that futures research deals with interpretation, generalization, and speculation. It considers long range hypotheses and short range developments. It is based on interdisciplinary cooperation and thinking. Rather than trying to provide a prediction, it seeks to define various alternatives. Futures research in education had not used very sophisticated approaches but had generally used the forecasting of experts and trend extrapolation.

Many futurists cited the years from 1986 to 2006 as the most crucial lead time for planning the attack of global problems (Shane and Tabler, 1981). These years are the period when key decisions would have to be made to ward off potential catastrophes associated with (a) population pressures and hunger; (b) poverty and the gap between rich and poor; (c) the danger of nuclear weapons; (d) pollution and resource depletion; (e) inflation, debt, and unemployment; (e) rising aspirations turning to frustrations; and (f) the impact of electronic media. Given these examples of increasing change and turbulence, how are educators to plan for the future?

A large number of prestigious organizations and scholars were involved in studying issues of the future ranging from long established companies such as the Rand Corporation to individual futurists such as Edward Cornish. The Hudson Institute directed by Herbert Kahn and various public and private commissions such as The Carnegie Commission also devoted considerable resources for this purpose.

Shane and Tabler (1981) indicated that the spectrum of choices included: (a) a regressive option of returning to values and practices which had been discarded, (b) being conservative and leaving things as they were, (c) assuming a liberal stance and making changes in line with a changing society, (d) creating new educational designs, (e) pursuing a regenerative approach to adapt new approaches to learning, or (f) using an eclectic option to select any combination of these.

Gardner (1981) contemplated that the seedlings of the 21st century are sprouting all around us if we have the wit to identify them. Organizations and societies age; a society that has reached the heights of excellence may already be caught in the rigidities that will bring it down. Leaders must ensure continuous renewal of the systems over which they preside. Organizations must assess their strengths and weaknesses and make changes that are needed for survival and effective functioning. This is true of the educational organizations as well as other cultures.

Carriedo et al. (1986) emphasized the point that Americans had a tradition of criticizing the quality of their schools and calling for reforms. Following World War II, the central themes were equality and excellence. Between 1945 and 1980, legislation was enacted to (a) desegregate schools, (b) improve science offerings, (c) provide basic skills for children of low income families, (d) ensure special education for handicapped students, and (e) offer bilingual education. The launching of Sputnik by Russia was the major impetus for school reform in the 1950s.

Brown v. Board of Education of Topeka (347 U.S. 483 (1954)) opened the door for equal educational opportunity. A perception that Soviet schools were better than American schools prompted the acceleration of science, math, and foreign language programs which could enhance American skills of competition. Federal legislators passed the National Defense Education Act (NDEA) in 1958.

The 1960s followed with the Great Society programs of Lyndon Johnson. Significant to education was the passage of the Elementary and Secondary Education Act (ESEA) of 1965, which provided categorical funds for the education of poor children. Findings regarding program effectiveness were mixed. Reauthorizations through the 1970s brought revisions to legislation including addition of the Bilingual Education Act of 1968 and consolidation of several programs in the Education Consolidation Improvement Act of 1981.

The initial quest for racial equality which started in the 1950s set the stage for a number of educational reforms including legislation guaranteeing racial and sexual equality and new entitlements for handicapped students. Supreme Court decisions protecting the rights of limited-English proficient students (Lau v. Nichols, 414 U.S. 563, 569, 1974) and safeguarding the special needs of handicapped students (The Education for All Handicapped Children Act, PL 94-142, 1975) were rendered.

The American response to Sputnik in the 1950s was to try to purchase academic excellence, but only for a few. Although the focus of the 1960s was to liberalize education and to be sensitive to children with different needs and abilities, what resulted was a more rigid

tracking system. Ravitch (1983) asserted that with alternating reforms from the sixties to the eighties, schools in many ways seemed to be unchanged even though each effort to make the school better had left its mark. Lynn (1986) posited that excellence had never existed widely in schools, and declining test scores were the result of a disproportionate number of poor and minority children taking these tests. He contended that schools functioned in the 1980s along the same lines as they had for decades. This was confirmed in the case studies ofSizer (1984) in his national research on high schools. Lynn and Sizer attributed the difference in the second wave of reform to a growing awareness that excellence was meaningless without equity. The national population, particularly in urban centers, was changing dramatically and becoming increasingly poor and minority. The strategies of excellence reserved for academically talented students would, of necessity, need to be infused in all schools. Educators would need to engage in a simultaneous battle of equality and excellence.

It was also during this period that more political pressures converged on schools undermining their authority to direct their own affairs. New responsibilities were assigned to education and authority was dispersed among the courts, legislators, state and federal regulatory agencies.

Educational Reform of the 1980s

The current reform efforts began in the early 1980s when educators and citizens started to question the curriculum innovations of the 1960s and 1970s. In the late 1970s, educators began to feel the backlash from

the turmoil of the 1960s and 1970s, and they came under fire for lax discipline and poor academic standards. Proliferation of courses and perceived dilution of course content became the early targets. These gave way to a back to basics movement favoring lean, old fashioned subjects in the curriculum and few electives. District officials across the country consolidated their course offerings and examined course content to ensure its rigor and quality standards.

The 1970s were marked by a new educational focus on school effectiveness. Notable among its researchers was Ronald Edmonds of Harvard University. The research of Edmonds and Fredrickson (1978) identified the characteristics of effective schools including (a) strong leadership, (b) clearly defined goals, (c) a safe and orderly school climate, and (d) an increase in academically engaged time. The work of Edmonds and other researchers was particularly promising to educators since it argued that schools could make a difference in spite of the low socioeconomic status of urban districts. These important findings, though derived primarily from elementary education experiences, were the precursor to the reforms which were called for in A Nation At Risk (NCEE, 1983).

The National Commission on Excellence in Education was the first of several prestigious groups to study and raise concerns about the quality of education. The commission, a representative group of eighteen educators and citizens appointed by Secretary of Education Terrell Bell, focused on the quality of teaching and learning in public and private schools, colleges, and universities. For its sources of information, the committee relied on the review of papers commissioned from experts,

public hearings conducted throughout the country, and descriptions of exemplary programs and actual classrooms. A major conclusion of the report was that "the educational foundations of our society are presently being eroded by a rising tide of mediocrity that threatens our very future as a nation and a people" (NCEE, 1983, p. 5). The report claimed that the nation was being placed at risk because of the impoverishment of our schools.

Further, the NCEE study concluded that the economic security of the nation was threatened by deteriorating public schools which required broad change. Numerous recommendations for reform were cited regarding (a) curriculum content, (b) standards and expectations, (c) time, (d) teaching leadership, and (e) fiscal support.

Like the report of the National Commission on Excellence, Making the Grade (Twentieth Century Fund, [TCF], 1983) also concluded that the nation's public schools were in trouble. The evidence of failure was purported to be represented by (a) incompetent teachers, (b) poor test scores, (c) disappointing truancy and dropout rates, and (d) crimes of violence. The task force, which reviewed federal elementary and secondary education policies, concluded that the remedy for these ills would be found in a national commitment to excellence in the public schools. This report supported a similar position taken bySizer (1984) and Adler (1982) that maintaining diversity in educational practices must give way to a core curriculum that included: (a) basic skills of reading, writing and mathematics; (b) technical skills in computers; (c) training in science and foreign language; and (d) a general knowledge of civics. The report placed responsibility with schools to improve their

performance and pointed to the vital role of schools in the security and well-being of our democratic society.

The Twentieth Century Fund Report called on the executive and legislative branches of the federal government to emphasize the need for better schools and a better education for all young Americans. It also proposed establishing a national master teachers program funded by the government that recognized and rewarded teaching excellence. In support of stronger academic standards, it recommended that the federal government emphasize programs to develop basic scientific literacy among all citizens and provide advanced training in science and mathematics for secondary school students.

The initial reform movement following A Nation At Risk assumed that an otherwise strong educational system had gone soft, especially in light of the economic progress of Japan and what was needed was a good tightening and toughening up. Action For Excellence (Education Commission of the States [ECS], 1983), the product of a task force including 11 governors, 13 corporate chief executives, labor leaders and a few educators, was sponsored by Education Commission of the States. It focused on the crucial role that education played in the economic well being of the country and called on business firms, in particular, to be deeply involved in improving schools. Chaired by James B. Hunt, Jr., governor of North Carolina, the task force recommended that each governor develop a state plan for improving education and economic growth including a partnership alliance between education and the business community. Other recommendations included a more demanding curriculum, stronger requirements for discipline, attendance and

homework, improved leadership for schools, and a higher regard for teachers.

James B. Hunt, Jr. also led the development of the report Education and Economic Progress (Carnegie Corporation, 1984), which highlighted the importance of scientific literacy for the future of the country. It cited the need for all students to take more math and science courses and called for special attention to women and minorities who were underrepresented in the scientific and technical fields. Like the report of Education Commission of the States, it also encouraged partnerships among educators, business, and government.

The College Entrance Examination Board published a report, Academic Preparation for College (1983), as part of the ongoing work of its ten-year Educational Equality Project. Involving more than 200 college and high school teachers on college board committees, its council on academic affairs, and a special advisory panel; the study concluded that improving preparation for college would help to improve the quality of high school education overall. Schools were encouraged to focus on learning outcomes, those skills and basic academic competencies that would enable a student to succeed in college. These included reading, writing, speaking, listening, mathematics, reasoning and study skills. The subjects cited as necessary for effective work in college were English, science, mathematics, social science, foreign language, and the arts.

TheodoreSizer, who served as a dean of the Harvard Graduate School of Education and principal at Phillips Academy in Andover, Massachusetts, chaired a major study of high schools sponsored by the

National Association of Secondary School Principals and the National Association of Independent Schools. The first report ofSizer's work, published as Horace's Compromise (1984), placed particular emphasis on the interaction of students and teachers in the classroom. His judgment was that any improvement in American high schools must take the reality of the triangle of students, teachers, and the subjects of their study in consideration. From his observation of classrooms, too many students and teachers worked under an unwritten agreement or treaty which permitted each to bring less than his best to the exchange. He urged renewed public attention to the importance of classroom teaching with a push toward academic excellence. As was true of A Nation At Risk (1983), Sizer's recommendations called for larger blocks of time for key subjects so that students could truly master subject matter. To this end, he proposed the shelving of many vocational subjects and curtailing sports and arts programs. He recommended a less fractionated core curriculum connecting the school experience with the larger social environment and reduced teaching loads so teachers could pursue more flexible teaching styles and increased teacher autonomy. His resistance to tracking was not fully reconciled with his belief that students requiring remediation would need to concentrate exclusively on those subjects. Central to Sizer's reform recommendations was his notion that serious consideration of change in high schools required their complete restructuring. The existing structure of the high school did not function well.

Powell et al. (1985) contended that incentives for fundamental change were minimal. He felt that school innovations rarely challenge

existing preferences in favor of making learning for everyone the highest institutional priority. The idea that serious mastery is possible and necessary for most Americans is not widely shared and efforts to change are difficult.

In A Place Called School, Goodlad (1984) summarized his study of 1,000 elementary and secondary classrooms which he and other researchers had conducted over a four-year period. The general focus of the work was on significant improvement of schooling based on study of the entire school including its (a) pedagogy, (b) curricula, (c) social environment, and (d) internal organization. He warned that no single set of recommendations would apply to all schools.

Goodlad supported the rethinking of the continuum of schooling. He believed in an earlier entry to public education with entry starting at age 4 and with students completing high school by age 16. He figured that the expenditures under such a plan would be no greater and the results would be as good or better than they were presently. He recommended a redesign of the continuum so that there were three closely linked phases of four years each. Each phase would have specific functions and quality control. Some of the principles that were recommended included (a) small learning groups, (b) self contained units with access to common units such as the library, (c) peer group teaching, (d) use of head teachers, and (e) a curriculum which covered a limited number of concepts. His study also recommended elimination of interclass grouping and tracking.

Mortimer Adler's Paideia Proposal (1982) spoke more strongly about the elimination of tracking and all curricular nonessentials. He felt

that the mind could be improved by the acquisition of organized knowledge, through the development of intellectual skills and by the enlargement of understanding, insight, and aesthetic appreciation. He proposed the same objectives and course study for all and one track offering a core curriculum for all students. The only elective permissible in twelve years of schooling, under his plan, was the choice of a second language.

LikeSizer, Boyer (1983) had also conducted an extensive study of high schools and the study was featured in a comprehensive report, High School: A Report on American Secondary Education. While it called for significant education reform, the report rejected the notion that public education had failed. Boyer made extensive recommendations about curriculum of high schools including a core curriculum with a global view that every student should master and a new Carnegie unit in community service. His set of recommendations also cited the importance of improving the working conditions of teachers and helping all students to move with confidence from school to work or further education. He felt that there was too much emphasis on tracking students into working and thinking occupations when life really included a blend of both.

An essential reform strategy at the secondary level, the focus of Boyer's research, was the development of a clear, vital mission and a shared vision among the educators of what they were trying to accomplish. This must be accompanied by a strong partnership between the state and federal governments to make sure public education was adequately served.

Another reform report which called on the business community to take an active role in upgrading public education was that of the Committee for Economic Development, an independent research and educational organization of 200 business executives and educators. Investing In Our Children (Committee for Economic Development, 1985), purported to offer a coordinated reform strategy which capitalized on the combined experience of corporate management and education. Its recommendations focused on (a) student and business needs for employability, (b) investment strategies in education, (c) teachers and schools, and (d) the shared goals of business and the schools.

The policy statement emphasized a bottom-up strategy in individual schools, in the classroom and in the interaction between teachers and students. While the report recognized that comprehensive improvement would require additional resources, it also called for a better allocation of existing ones. A belief expressed was that the special educational needs of the lowest-achieving students must be confronted. Employability or the mastery of problem solving skills, command of the English language and self discipline were imperatives which the report cited. Several examples of public-private partnerships were discussed including the (a) Boston Compact, (b) Atlanta Partnership of Business and Education, (c) Committee To Support the Philadelphia Public Schools, and the (d) Honeywell Corporation partnership with Minneapolis public schools. These had generally provided a structural link between job opportunities and measurable improvement in school performance.

Many of the reform measures focused on teachers, their competence and training. The Metropolitan Life Survey of the American Teacher, a

nationwide survey of teacher attitudes, was conducted by Louis Harris and Associates and published in 1985. Sixty-four percent of this national sample indicated that reforms enacted in their states reflected the views of administrators rather than teachers. Teachers believed they had little impact in charting the direction of the reforms. These sentiments were reaffirmed by the president of National Education Association who said that "education is headed for deep trouble unless teaching is treated as a true profession" (San Diego Union, September 13, 1985). More than one-half of the teacher respondents said they seriously considered leaving the teaching profession. Teachers gave mixed reviews of the educational reform movement including curricular improvement and efforts to increase salaries, and the requirements for students and teachers to pass standardized tests.

The reform studies carried recommendations to raise standards in course content. Most called for increases in mathematics, science, and the basic skills subjects. Tougher standards included (a) an increased amount of instructional time, (b) longer school days and years, (c) stricter attendance requirements, and (d) homework.

Teachers also voiced a concern about the lack of creativity in the classroom. With an expectation for increased student achievement as measured on standardized tests, it was hard for them to see creativity as a priority goal. Educators and scientists alike felt liberal arts subjects were important to giving students a broader perspective and a world view. Technology and the broad scale use of computers were welcome adjuncts to the curriculum because of the potential to eliminate

activities involving standardized responses. Teachers could be freed to do the more rewarding and challenging aspects of liberal arts education.

A common thread throughout the reports was that the future of the nation depended on the ability of educators to improve education for all students. Concern was expressed in all of them that a united effort was needed to retain the competitive edge among industrialized nations. The Business-Higher Education Forum (1983), an organization of leading corporate and academic chief executives, responded to the President of the United States with several recommendations for helping the nation to compete more effectively in the world marketplace. Although the forum participants drew largely upon corporate and university membership, the discussion and recommendations recognized the interdependence of many entities working in collaboration to realize an effective long term approach.

The report, America's Competitive Edge, (Business Higher Education Forum, 1983) cited the nation's ability to compete as dependent upon (a) productive capital investment, (b) technological innovation, and (c) the development of human resources. Consistent with findings of other reports, this study indicated that the American work force might not be prepared for the new competitive challenge because of underdeveloped critical skills. Of the 100 million workers currently employed, many would need education and retraining during the next decade to keep abreast of changing job requirements. The forum expressed a concern about this retraining, when one of every five Americans was functionally illiterate and unable to participate in entry level training programs. The forum saw an important role for industry to play in supporting the

educational system by assisting in improving precollege education, particularly in training secondary science and mathematics teachers.

One criticism of early reform studies was that the recommendations were largely prescriptive and called for standard remedies. Little discussion was given to the diversity of the problems and populations which were the reality of school environments. According to PACE (1986), the educational reforms in California had focused on systemic declines in enrollment, student performance and financial resources to return education to levels of excellence and prominence it had known previously. Widespread changes characterized the early reform years, 1983-85, and considerable evidence suggested that educators had begun to reverse these declines. Yet, during this period other issues had begun to emerge. Changing demographics, increased minority enrollments and increased poverty were factors to be addressed along with educational excellence. Teachers were recognized as central to reform implementation with administrators and teachers working cooperatively in a collegial relationship.

In 1985, the California Commission On The Teaching Profession issued a report on the state of the teaching profession in California called Who Will Teach Our Children. It included several recommendations to the state legislature and local school districts and was the first of several reports calling for major educational restructuring. Its recommendations were the result of seven public hearings held throughout the state and over 17 research studies conducted in various areas. The recommendations could be categorized under two major action themes:

(a) restructuring the teaching career with rigorous professional

standards, and (b) redesigning the school as a more productive workplace for teachers and students. The report deplored the fact that bright and responsible young teachers saw no way for improving their pay, influence or status and as a result moved out of the teaching ranks. The commission asked the governor and legislature to establish a new system for setting and enforcing professional standards. This would eliminate the current system of granting credentials on the basis of completing certain required course work in favor of certain standards of competence created by a new standards board comprised of a majority of teachers.

The second major area of recommendations was concerned with the learning and working conditions for students and teachers respectively. A reduction in class size, order, and sufficient space and materials was recommended. Like Investing In Our Children (Committee for Economic Development, 1985), the report of the California Commission also called for intervention by the superintendent or board when schools continued to fail over a reasonable period of time. The report emphasized a restructuring of school management including greater participation of teachers in the governance of schools. The team approach would delegate more responsibilities to teachers. This finding was corroborated in other educational reform studies which highlighted the need for changes in standards for students and the teaching profession, as well as the way schools are organized and governed (National Commission on Excellence in Educational Administration, 1988).

The nation's governors also issued a report, Time For Results (National Governor's Association [NGA] 1986), which sounded their readiness to provide the leadership to get results on the hard issues

confronting the better schools movement. Their chairman, Lamar Alexander, governor of Tennessee, said they were ready to lead the second wave of reform in American public education. Composed of seven task forces, each focusing on a particular question, the governors and their staffs conducted hearings around the country for over a year. Among the issues that were central to their study were: (a) payment of teachers who taught well; (b) recruitment, training, and retention of excellent school leaders; (c) parental choice of schools; (d) ways to help poor children with weak preparation succeed in school; (e) full time use of expensive school buildings to relieve overcrowding; (f) use of the newest technologies for learning; and (g) what college students were learning. Their recommendations were direct and forceful, indicating a willingness to back off of more regulations in exchange for results that school districts would accomplish. Among the recommendations of the study were (a) proposals to establish a career ladder for teachers, (b) provision of parental choice in the public schools their children attended, (c) increased preschool opportunities for four- and five-year old children from poor families, and (d) a bankruptcy declaration for schools who continually failed to make the grade.

The governors' report was considered particularly significant since states had a constitutional responsibility to provide schools, and state laws established the basic framework for how schools operate. As chairman Alexander stated, "The Governor's agenda becomes the state's agenda and the state's agenda is the nation's agenda, especially on education" (NGA, 1986, p. 4).

Three of the task force studies commanded the most attention: those on teaching, leadership and management, and parent involvement and choice.

The task force on teaching called for a new compact between teachers and the public in which the public would offer a more professional work environment including better salaries and a real voice in decision making. In exchange, teachers would offer a commitment to the highest standards of professional competence including certification by a national board of professional teacher standards.

The task force on leadership drew heavily on the research about effective schools and effective school leadership, emphasizing the basic tenets of strong leaders, shared decision making, clear goals and effective instruction. Training programs and incentives which reward effective performance were advocated.

With some caution and need to monitor unintended consequences, the task force on parent involvement recommended parental choice within public schools. This proposal was viewed as a means of making schools more responsive and competitive and encouraging parents to assume more active roles in their schools. Ironically, the report proclaimed Americans were afforded significant choice in virtually every other area of their life except public education (NGA, 1986 p. 66).

Almost every report drew comparisons with Japan, Korea and other countries where far higher percentages of children achieved at a higher level. The governors saw, more than anything, a threat to the jobs of the people who elected them.

Concurrent with the many reform studies on American education was the report on the study of education in Japan, Japanese Education Today (United States Department of Education, [USDE] 1987), by a special task force of American and Japanese scholars. Certain lessons from Japanese education that were thought worthy of consideration as part of the reform of American education included: (a) an emphasis on parental involvement from the preschool years on; (b) the need for a clear purpose, high standards, strong motivation and priority for assigning resources to education; (c) increasing the amount of instructional time and making effective use of it; (d) a competent and committed teaching staff; and (e) high expectations for all students, placing emphases on strong work and study habits.

Japanese education was also undergoing its own reform. While Japanese education was touted for its phenomenal success in achieving a high level formal education for most of its citizens, some problems existed. Rigidity, excessive uniformity, lack of choice, little attention to individual needs and signs of student alienation were among its challenges. Reformers grappled with the issue of finding a new balance between group harmony and individual creativity.

The report of The Carnegie Forum on Education, A Nation Prepared: Teachers for the 21st Century (CFE, 1986), recognized two essential educational standards and cited a critical need to focus on the link between skills and abilities and economic growth. The education profession had to be equal to the task and had to possess high skills, capabilities and aspirations necessary to make the nation competitive again. This meant well-prepared teachers who could assume new decision

making responsibility and could participate in restructuring schools. This report also stated candidly that students would have to master much higher standards than ever before to be successful. Particular emphasis was given to the essential need to work toward this new goal instead of focusing on regaining a performance level of previous eras.

Recommendations in the report called for restructuring schools to provide a more professional environment for teachers to teach and to give teachers a greater role in decision making. Specific policy changes were to (a) create a national board for professional teaching standards, (b) restructure the teaching force to include a new category of lead teacher, and (c) restructure teacher education preparation programs.

The educational reforms of the early 1980s, represented by back to basics thrusts, were largely viewed as conservative means of preserving what had been gained. They were viewed as reforms against further deterioration of institutions rather than proactive proposals.

How should educators help people to prepare for the world of the 21st century? This was a key question put to the National Education Association in 1972 (World Future Society, 1980). A bicentennial committee took as part of its charge a task to determine if the Seven Cardinal Principles of Education first published in 1918 would continue to be valid for the 21st century. "The goals of education, according to the 1918 statement, are: (1) development of health, (2) command of fundamental processes, (3) worthy home membership, (4) vocational competence, (5) effective citizenship, (6) worthy use of leisure, and (7) ethical character." (World's Future Society, p. 58). A group of 50

distinguished international persons was asked to describe the most probable world they envisioned for the 21st century, and cite the skills that education should develop to prepare people for this future.

This group of panelists recognized that the United States, as well as the world, was "passing through the greatest tidal wave of transition in history" (p. 59) and mutual interdependence was needed to improve relationships throughout the world. Their review included agreement on certain 21st century descriptors: (a) accelerating change; (b) increased complexity involved in trade, communications, and international relations, (c) an exhaustion of hydrocarbon energy, (d) new concepts of growth, (e) continuing crowding and hunger, (f) Third World pressure for equity and a greater share in the material goods of the world, (g) troubled international waters, (h) welfare, debt, and freedom, and (i) a postextravagant society motivated by a decade in which the dollar declined by 40%.

All participants who were surveyed cited the need for future directed planning. Student respondents cited a need for coping skills and techniques so they could choose wisely among alternatives, and they expressed a desire for schools staffed by people who cared and with whom they could communicate their concerns and aspirations. Panelists agreed upon several principles for the direction of education. Among those included were: (a) the need for educators to develop a spirit of global community with respect for multiethnic and polycultural differences around the world; (b) the need to make education a continuing life long process on a world wide basis and across all ages; (c) the need for flexibility in instructional practices and recognition of different

learning modes; (d) the expectation of a wide range of performances among learners; (e) the importance of understanding the role of self selection in student motivation and aspiration; (f) recognition that teaching and learning should not occur only in school but should include the paracurriculum; (g) the awareness that occupational education required a strong liberal arts education; (h) an understanding that traditional home-school relations would need to be modified to accommodate changes in the home; (i) realization that early childhood education was superior to compensatory education provided at a later time; and (j) an acceptance that instruction should develop a contemporary understanding of threats to the environment.

Education in the 21st Century

What we project for the future is always subject to disruption by unforeseen and unpredictable events. Education is particularly influenced by the economy, changing demographics, and changing social mores. Whatever the inherent dangers of prediction, schools must be engaged in future thinking about what students should learn and what schools might be like in the year 2000 (Ravitch, 1985).

Experts such as Guest et al. (1977) remind us that change is a fact of life and effective leaders must be able to diagnose their environment and develop strategies to plan, direct, and control change. According to Allen (1974), we begin by acknowledging the social context of education. Society is already changing in many ways and education must prepare students to cope with change and to be productive members of society. It will be important for the educational system to be an

integral part of society. This will cause us to increase the number of locations where education takes place, including community resources, and to add a community service component. Further, suggested Allen, the newspaper, movies, and television will become deliberate sources of education rather than have society continue to bemoan the amount of time children and adults spend watching television.

Dede (1979) cited several major themes that must be considered as part of any future planning. First is the recognition that education is more than schooling and thus must include the media, business, parents, and the community with definite responsibilities for helping to achieve the goals of education. A second theme is that education must be transdisciplinary using the knowledge learned in various disciplines to solve problems. The third theme is that education is for all age groups and will likely include continuous education opportunities to help people cope with the future. Additional themes highlight the need for healthy diversity in education suggesting a reason for continuing affirmative action efforts. Another theme emphasizes the interdependence that exists between nations and the global problems which impact education. It will be increasingly important to pool ideas and support among educators throughout the world.

There will be great interest in more flexible approaches to learning. Many educators have speculated about the educational models of the future. Some promote a radical restructuring of schools while more extreme views suggest the collapse of public schools altogether. Weingartner (1979) indicated it may no longer be necessary to go to school. Given the capabilities of computer based instruction and

increasing school costs, the conventional schooling model which brings students to a common location may no longer be the most effective approach. In many cases, computer networks will replace textbooks and be linked with other instructional equipment such as videodiscs. Cetron (1985) believed "students will learn at home or in their communities, one or two days a week" (p. 16). Ravitch (1985) noted that over the years, there had been many predictions citing the demise of the school. Yet the school continues to survive. She and Rafferty (1974) maintained that schools will be around for some time to come because children need to be around each other for a certain part of their lives.

Seif (1979) suggested that education in the future will emphasize problem solving and decision making skills. Students will develop expertise in how to find out necessary information, do research, ask questions, and draw conclusions. Developing thinking skills will be paramount.

Allen (1974) believed this thrust will hasten the development of interdisciplinary curricula and will help students to see and value the interconnectedness of their learning. He even recommended the elimination of certain subjects to force a new interrelated perspective. For example, English, science, and math might be replaced by esthetics, communication, and technology. This would help students to get a "feel for the wholeness of knowledge" (p. 9). Allen also predicted a return to flexible scheduling as a means of restructuring the school day. While it was difficult to implement some twenty years ago, computers now make this a quick and easy operation.

Some futurists view the implementation of differentiated staff as a necessary step for compensating teachers proportional to their qualifications and positions and providing some professional recognition. Rafferty (1974) predicted merit pay and modification of tenure laws before the year 2000. These changes will parallel the demand for school and teacher accountability for student achievement as reflected in test scores, literacy, and college admission rates.

Ravitch (1979) predicted a decline in urban district enrollments and a major shift in the ethnic mix from majority to minority. Her forecast indicates most of the students in the cities will be poor and will have lower educational achievement, higher truancy and absenteeism, and higher dropout rates. Because of this concentration of problems, the cost of education in urban areas will be higher than in small cities and rural areas. This cost differential will present a difficult dilemma, especially in times when the tax base diminishes. Further, because of the shift of politically active people from the cities to the suburbs, the power of urban districts will be impaired.

One disturbing projection reflected in the 19th Annual Gallup Poll (1987) was that the populations which will experience tremendous growth in the next two decades are those most likely to express dissatisfaction with the public schools. These will include increasing numbers of minorities, students from low income families, and those with special learning problems. The reforms up to 1987 have not done much for the students who are low or average achievers. Ravitch judged that the new ethnic majority would bring about a reexamination of many traditional practices and policies about selecting and training teachers, their

right to help choose a principal, and the involvement of lay people in the schools. A position supporting equal opportunity would give way to a demand for equal results.

An important role for schools will be the nurturing and supervising of young children. Early childhood education will be viewed as particularly necessary for low achieving students and because of the large number of women in the workforce.

The emphasis of education in the future will not be on acquiring specific technical skills, but on teaching students to think, plan, and make decisions. All children will be expected to be literate, well read, and able to use their literacy for further learning.

Further, Ravitch (1985) cited an expectation that students will master their own language and culture and then move on to study other languages and cultures. She visualized small schools with about 100 students per grade organized in a family structure for support and guidance. Teachers and principals will work in a collegial fashion.

The use of computers in the classroom will provide added flexibility for the teachers in working with students. Cetron (1985) indicated that teachers will be assigned to classes based on the kind of teaching they do best. Business will be more closely linked to the schools. Teachers will take jobs in business and many people in business will take jobs in the schools. Teachers will have an impact on changing computer software to meet curriculum needs. Many teachers may start software businesses.

In every era schools and school reform reflect the economic, cultural, and political changes in the larger society and the findings

of major educational researchers. Since the 1950s, the pendulum of change has responded to decisions surrounding school desegregation, the launching of Sputnik, the challenges of authority that occurred in the late 1960s and early 1970s, and the movement from an industrial to an information economy. In spite of the reform thrusts, the schools in the year 2000 can be expected to change about as much as current schools have changed since 1966. Change has been incremental and will continue to be incremental.

The reforms of the 1980s reflect the study and views of many different kinds of research approaches and the participation of several educational leaders including TheodoreSizer, John Goodlad, Ronald Edmonds, and Ernest Boyer. In addition to traditional empirical research which relies heavily on the use of quantitative data, increasingly researchers have used case studies and ethnographic research methods. These complement and enhance quantitative studies by capturing more fully the complexity and interdependent nature of so many factors.

Using Ethnographic Methods in Educational Research

Ethnography has been defined as a way of describing a culture. Ethnographers seek to understand the world from the point of view of the people who are part of it. Behavior, customs, and artifacts are the primary foci of such a study. The data of ethnographic research include: (a) detailed descriptions of situations, people, and interactions; (b) direct quotations from people about their experiences and thoughts; and (c) excerpts from documents and correspondence. The

researcher's observations from living in the culture and from open-ended interviews of the people who live in the culture are the primary tools for data collection (Spradley, 1980).

Ethnographic research presents an intimate view of everyday occurrences and perspectives. Instead of emphasizing facts and causes, its focus is on examining how the world is experienced by the participants and on understanding human behavior from the participants' points of reference. Synonym terms used for the term ethnography are case study, field study, naturalistic methods, participant observation, phenomenological and qualitative methods. Although often lumped together, these methods reflect several variants of ethnography used in different disciplines and they employ a range of methodological approaches. Generally, they do not rely on scientific measurement or an emphasis on numbers such as test scores.

Ethnographic or qualitative research methods date back to the 19th century. Fredrick Le Play's study of European families and communities was cited as one of the first examples (Bogdan & Taylor, 1975, p. 3). The classical anthropological exemplars of the twentieth century are The Argonauts of the Western Pacific (Malinowski, 1922); Street Corner Society (Whyte, 1955); and The Interpretation of Cultures (Geertz, 1973).

Malinowski's approach, known as a holistic and functionalist position, was based on the premise that the social, cultural, and psychological aspects of the community were so interwoven that they must all be considered in the ethnography. Whyte, who focused more on social interaction, presented a model of ethnographic research in which

the intensive analyses of small social groups were linked to broader issues in the larger community. His was also one of the first ethnographic works to address the theme of leadership. Geertz (1973) was said to present an interpretive perspective in which thick description was the trademark. Thick description is the term given to the kind of narrative writing and interpretation of meaning that results from the intensive view one attains from living among the subjects and penetrating deeply into their culture (Fetterman, 1982).

Six generalizations have been made about the work of Malinowski, Whyte, and Geertz and their general approach to ethnography: (a) there is a need for living for an extended period of time among the subjects to permit the researcher to participate, observe, and take field notes; (b) there is concern for small, mundane events as well as the big important events; (c) the focus is on the participants' perspectives, meanings, and interpretations; (d) there is an attempt to build a contextural or holistic view of life in the group; (e) there is an intention to view the interpretations as evolving or discovered; and (f) there is a creative blending or story-telling that reflects the observations, analysis, and validation of the researcher.

Initially, ethnography referred exclusively to the field based methods used by anthropologists. Most studies were conducted outside the United States and in minority subcultures. In recent years there has been a growing interest in the use of these techniques in educational and psychological research. These methods have been found to be useful in gathering data about human behavior that are not possible to obtain using quantitative methods and experimental designs.

Educators and evaluators have found that their statistical tools, conceptual frameworks, and experimental research settings do not always deal adequately with the interactional, contextual and cultural problems of organizations.

A review of the literature indicates that researchers have not had a unified view of ethnography; neither have all researchers embraced its methods as rigorous and verifiable. But a growing number found quantitative methods too limiting to explain what was occurring in local contexts. Qualitative findings are often more convincing to decision makers than pages of numbers.

Wilson (1977) indicated that two sets of hypotheses provide the rationale for the participant observation approach to research. These are the naturalistic-ecological hypothesis and the qualitative-phenomenological hypothesis.

The naturalistic-ecological hypothesis is based on the belief that human behavior is influenced by the settings in which it occurs. Therefore, ecologically oriented researchers claim that such findings are generalizable only to similar settings where the same forces are at work. Sociologists studying organizations believe that the behavior of individual participants is influenced by the norms, values, and traditions of an organization. There are internalized notions about what is expected and allowed. Social psychologists also acknowledge the influences on behavior of participants because of various extraneous forces including (a) a suspicion of the intent of the research, (b) a sense of the behavior that was expected, and (c) a desire to be evaluated positively. These researchers believe the best way to

overcome these difficulties is to study the phenomenon using naturalistic observation methods rather than a research setting.

The other hypothesis which Wilson presented centers around a position that understanding human behavior requires an understanding of the framework within which a person interprets his/her thoughts, feelings, and actions. Natural scientists using deductive approaches frame hypotheses a priori before conducting the study and would tend not to take the perspectives of the participants into account. Even though researchers try to minimize their own subjectivity by standardizing interpretations through various coding schemes, phenomenologists claim these coding frameworks are arbitrary. Glaser and Strauss (1967) suggested a method of grounding research in the context of the research setting. They used the tension between the participant data and observer analysis to constantly refine their theory. The open-ended approach does not assume that the researcher enters a situation without any perspective. She/he studies prior research and theory just as the researcher who uses traditional methods. The difference is that the qualitative researcher suspends this knowledge until the research work suggests its relevance.

Researchers begin ethnographic studies with general questions, some of which are substantive and others of which are theoretical. This approach is different from research studies which use hypothesis statements. Social interaction is used to observe relationships among persons in a setting. This is usually complemented by data collection to record events which assist in better understanding the setting. Formal and informal interactions are examined. Field notes and accounts

of observations are used to document the social and cultural organization of the events observed.

Ethnographic researchers assume that certain meaning structures help determine the behavior of individuals. These research methods seek to discover what these meaning structures are, how they develop, and how they influence behavior. Wilson (1977) suggested that human beings reflect these meaning structures in a number of ways:

1. Form and content of verbal interaction between participants,
2. Form and content of verbal interaction with the researcher,
3. Nonverbal behavior,
4. Patterns of action and nonaction,
5. Traces, archival records, artifacts, documents (pp. 254-255).

According to Bogdan and Taylor (1975), qualitative research procedures produce descriptive data including people's own written and spoken words and the behavior that was observed. These observations are directed at settings where the situation can be viewed holistically. The mainstay approaches of qualitative methods are participant observation, unstructured interviewing and analysis of documents.

The basic method for collecting qualitative data is field work. This involves the researcher being a part of the setting, observing, talking with people and going through documents. The researcher needs to gain a comprehensive perspective by collecting information from multiple sources.

According to Spradley (1980), an ethnographic researcher follows a developmental research sequence in which he/she asks broad, descriptive questions such as "What people are here?", "What are they doing?", and

"What is the physical setting of this social situation?" (p. 32). The responses to these questions guide the research toward more structural and contrast type questions and more focused observations.

Observations enable the researcher to describe the context of the situation, the people who are a part of it, the activities, and what it all means to the participants. The researcher is able to use his/her own knowledge and experience instead of depending upon the perceptions of others. The trained observer gives attention to (a) the program setting including lighting, space, and how participants use these, (b) patterns of interaction and how people organize themselves into groups, (c) program activities and how people participate in them, (d) the language of participants including nonverbal communication, and (e) informal and unplanned activities.

If overt techniques are used, the ethnographer needs to establish his/her role with the group being investigated in a sensitive way, one which facilitates the collection of data. The researcher would explain the purpose of the study at the beginning of the research and obtain general approval of the members of the group to do the research. The researcher would engage in appropriate activities and observe what is going on. It is necessary to develop a trust relationship with the participants so that information would be shared. Participation might range from the researcher who had no involvement except to observe the proceedings to the researcher who was a complete participant. The level of involvement is dictated by the particular social situation. The researcher keeps detailed records of objective descriptive observations and subjective feelings.

Field notes are expanded after each observation period, as well as following informal interactions. The notes include descriptions, activities, conversations, and the observer's own feelings. As observations proceed, the researcher would record some intuitive ideas or working hypotheses about what is going on. These are noted along with the researcher's own actions and remarks (Bogdan & Taylor, 1975).

The ethnographer conducts interviews to find out what was on the participants' minds during the time under study. They give the respondents a chance to express themselves in their own way. Patton (1980) described three general approaches: (a) the informal conversation interview which relies on spontaneous questions and the natural flow of conversation, (b) the general interview guide approach which uses a set of unordered questions as a checklist to make sure all important topics are covered with everyone, and (c) the standardized open-ended interview which presents the same questions in the same order to everyone (pp. 197-198).

Patton (1980) discussed six kinds of questions that qualitative researchers use in interviews, regardless of the given topic:

1. Experience/Behavior questions aimed at getting a description of the behavior, actions, and activities that would have been observed by the researcher if he/she had been present;
2. Opinion/Value questions that indicate what people think about the world, their goals, desires, and values;
3. Feeling questions that help to understand emotional responses and what is going on inside people;

4. Knowledge questions to see what factual information the participant had at a particular time;
5. Sensory questions which ask the participants to describe what they saw, heard, touched, tasted, and smelled;
6. Background/Demographic questions which solicit data on the identifying characteristics of participants (pp. 207-209).

In ethnographic futures research, the investigator encourages spontaneity but is concerned about completeness and comparability across interviews. This means that interviews have to have sufficient structure to cover certain pre-established topics even if those don't come up spontaneously.

While informal conversational interviews are completely flexible, the standardized open-ended interview has an established sequence of questions to be asked. Generally, interviewers begin with noncontroversial and descriptive information that requires normal recall and interpretation.

The wording of interview questions is important to generating good, complete responses. Basically, the interviewer minimizes the imposition of predetermined responses by keeping questions truly open-ended and allows the respondents to express themselves in their own terms. This means avoiding phrasing a question as a dichotomy which could have a "yes" or "no" answer. On the other hand, presuppositions may be useful since they bypass the initial step and assume the respondent has something important to say.

From program documents, the researcher could learn what had happened, or should have happened, prior to his/her entry into the

research setting. Useful documents might include correspondence, financial and budget records, memoranda, reports, charts, and other artifacts.

Observations, interviews, and program documents are each limited approaches to pursue alone. Observations only focus on external behavior. The presence of the researcher could affect the way participants behave when being observed. Interviews are subject to recall error and provide information only of perceptions. Documents may have been incomplete or inaccurate.

Multiple sources of information are needed to provide a comprehensive perspective. The combination of observations, interviews, and document analysis assists in the cross validation of findings. Although each of these independent methods has its own limitations, the use of a variety of sources minimizes the weaknesses of a single approach and increases the validity and reliability of the data as well as the analysis.

In trying to understand the meanings of various behaviors and activities, ethnographic researchers must be careful not to have their interpretations prematurely framed by theory or previous research. Ethnographers need to develop theory grounded in the reality of the research setting. Grounding does not mean that they disregard previous work. Indeed, they need to be acquainted with previous research and relevant theories so as to be able to use them where appropriate, to explain various events.

Patton (1980) advised that the researcher begin the intensive analysis by reading through all of the field notes, interviews, and

documents to make sure the data were complete and organized into topics and files. This analysis is done according to the research questions and other rough typologies that help make sense of the data. Such analyses involve a cyclical process. As the researcher continues to refine the classifications, she/he looks for variations in activities, participant behavior, and language. An inductive discovery approach is used to capture the patterns and themes that appear in the data rather than engage in priori assumptions. Some sensitizing concepts or conceptual frameworks familiar to the researcher would provide direction and insight for possible interpretations of the various themes.

In conclusion, ethnographic research borrows largely from research traditions developed by anthropologists. It is gaining acceptance by educational researchers and is viewed as helpful for gathering data about human behavior that is impossible to obtain from quantitative information. For various historical reasons, ethnographic research remained outside the mainstream of traditional research for a long time. Some still question the methodology of ethnography but the view of an increasing number of experts in the field is that it does follow a rigorous and systematic research process. Many researchers now realize that quantitative methods are too limited to be their only tool. Qualitative and quantitative approaches need to complement each other.

CHAPTER III

RESEARCH DESIGN AND METHODOLOGY

The purposes of this ethnographic study are to analyze the culture of a large city school district commission appointed to make recommendations for the future of the school district and to develop a set of guidelines for use by educational leaders and policy makers in planning for the future. Since the commission format has been used extensively to study many educational issues on a national and statewide level, I am interested in describing how such a decision-making process could work locally and in presenting a useful planning strategy for other district leaders and policy makers to use. A participant observation study is appropriate for this kind of investigation because it provides a holistic view and can elucidate various dimensions of the commission experience better than a quantitative study which would focus on a limited set of variables or hypotheses.

The Research Setting

This research study was undertaken within the San Diego City Schools District. The specific focus of the study is the Schools of the Future Commission, a cross section of private citizens appointed by the Superintendent of Schools, Dr. Thomas Payzant, to make recommendations for the future of the district's schools. The Commission was privately funded and was chaired by a former school board president, Dr. Robert Filner.

I am deputy superintendent of the San Diego City Schools, second in command in the organization. The Commission granted permission for me to serve as a participant observer to the Commission with some understanding that I would serve as a resource and an interpreter of the Commission recommendations at the point of implementation.

As researcher, I observed 10 of 15 Commission meetings including initial organizational meetings and a one and one-half day retreat. The Commission met monthly for a period of up to two and one-half hours for each session. Subcommittee sessions and hearings evolved in certain areas. Most committee and subcommittee sessions were held at the school district central office. When I could not attend a meeting, I was briefed by a key informant.

Data Collection

This study made use of an ethnographic research design in which I was a participant observer during the 13 months of the Commission's deliberations. Following the model described by Patton (1980), I (a) observed Commission meetings; (b) interviewed Commission members, a key informant, and representatives of other commissions; and (c) analyzed Commission artifacts such as memos, minutes, and written reports. These were the primary sources of data collection.

As researcher/participant, I conducted an overt observation study. This means that Commission members were aware of my participation and role as a researcher. Care was taken to participate freely in the Commission activities and record observations in a natural way which did

not appear obtrusive. While the Commission chairman informed the group of my work, the Commission members did not attend to me as a researcher. Participation was moderate to maintain a balance between being an insider and an outsider. While observations were documented through written field notes, interview sessions were tape recorded and transcribed to allow for more accurate documentation of the proceedings. My observations focused on the physical setting, how commission members organized themselves and how they interacted with one another. The various activities of the commission, as well as the behavior of each member, its chairman, and staff assistant were noted.

A key informant was used extensively to provide information from hearings where the researcher's presence would have been obtrusive. I used informal opportunities to interact with the Commission members and the informant as part of the natural course of business on a day to day level. I collected documents for review including the charge to the commission, memoranda, minutes, draft reports, newspaper articles, and resource materials.

I interviewed the Commission members and chairman, superintendent, and a group process facilitator to determine their perceptions of Commission activities and to determine congruency between prior expectations and what the Commission concluded in terms of its recommendations and final report. I used the suggestions of Spradley (1979) and Patton (1980) to develop an interview guide for this purpose (see Appendix A). According to these writers, interviews are for the purpose of capturing the perspectives of participants and others who were involved in the commission in their own words. In interviewing

these participants, I sought to find out (a) what participants experienced, (b) their expectations, and (c) their thoughts about the process and outcomes.

I used a combination of the informal conversation and interview guide approaches. All Commission members were asked (a) their perception of why they were selected and why they had accepted, (b) their expectation for the Commission's work and whether these expectations were met, (c) how well they felt the charge had been fulfilled, (d) to describe the Commission activities and how it did its work, (e) what they felt to be the strength of the Commission, (f) what they felt to be the strongest recommendations, (g) what the report did not include that they would have wanted to see in it, and (h) how they perceived the report would be received by the school district and the general public. Other topics emerged from the context of the interview as the researcher explored, probed and asked other questions to gain more information.

Interviews were conducted with Yvonne Larsen of the National Commission on Excellence in Education (1983), Hugh Friedman and Patricia Oyeshiku who served on the California Commission on the Teaching Profession (1985), Ann Lynch, national president of the Parent Teachers Association, who served on the Nevada Excellence Commission, and Dorothy Smith who was a member of the California Middle Grades Task Force. These interviews were used to develop a comparative understanding between what happened in the Schools of the Future Commission deliberations and those of similar commissions on both the national and state levels.

Data Analysis

I started the analysis of the data by reading through field notes, interviews, and comments to begin organizing the vast amount of information she had collected. On each item of data, I indicated the research question to which it related. Important conversation topics and data supporting a particular recommendation were coded. A copy of all data was made so that one set would remain as an uncut reference source.

My first effort was to determine what the Commission world was like from the members' points of view. A systematic analysis of the data was conducted to determine relationships between and among various cultural patterns and meanings. Triangulation methods were used to cross validate the accuracy of data from observations, interviews, and documents.

The data were read, reread and sorted many times to discover certain patterns or themes. In this analysis presented in Chapter V, I used pertinent theories from the literature to explain what happened during the Commission meetings and to make sense of the various interactions. For example, Schein's (1986) theory that the fulfillment of certain primary needs such as identity, control, power, influence and acceptance are essential to the formation of culture is used to explain the early development of the Commission.

In the description of the research, I present the findings of this study in a narrative report which describes (a) the program's origin and goals, (b) its program activities and processes, and (c) a cultural profile of participants and others involved. The report discusses

(a) the major research questions which were addressed, (b) the patterns and themes which emerged from the data, and (c) the interpretations which explained relationships between certain activities and outcomes.

A key advantage of the participant observation method was that it enabled me to better understand the context in which the research study took place. I was able to see things that might have routinely escaped the awareness level of participants. By observing the participants in action, I was able to learn many things some of which the participants were not willing to talk about. Participant observation allowed the study to move beyond the selective perceptions of others as is true when research is limited to surveys and interviews.

I was able to link the information I gathered by various methods. For example, I was able to compare a participant's response to a question with what he/she said to other people, what he/she actually did, and nonverbal signals. In many instances I knew many of the persons and was acquainted with the incidents referred to in the responses (Wilson, 1977).

Some weaknesses in participant observation research existed. What I observed initially was dependent upon my background. "Our culture tells us how to look at the world, and our values tell us how to interpret what we see" (Patton, 1980, p. 122). Therefore, as researcher I was required to make observations in a very disciplined way since my own perspective and goals could affect the interpretation of behavior attributed to data.

Another potential weakness may occur in conducting overt research rather than using covert methods. People could behave quite differently

when they know they are being observed. However, the nature of this study did not lend itself to covert techniques, and such methods would have raised serious ethical questions. The fact that the study was largely descriptive rather than evaluative served to reduce the level of anxiety that might have existed.

CHAPTER IV
DESCRIPTIVE PRESENTATION OF THE SCHOOLS OF THE FUTURE
COMMISSION AND ITS PROCEEDINGS

This chapter describes in depth and detail the proceedings of the Schools of the Future Commission. This includes data about how the commission evolved and the physical and social setting in which it conducted its business. Simple description of its members, their activities, and behavior toward each other are also captured. While the data regarding interactions include direct quotations, they do not provide interpretive judgment about whether an action was appropriate or inappropriate. The researcher seeks only to have the reader understand what Commission members experienced and to provide a living sense of the day-to-day activities of the Commission's work.

Most of the data were derived from observations of the Commission, memoranda, and reports about its work. I have also incorporated opinion data from interviews conducted following the end of the Commission proceedings.

Commission Origin and History

According to Schein (1985), leaders create cultures but cultures also create their next generation of leaders. The manner in which a leader deals with critical incidents helps him/her to shape the emerging culture. Leadership is necessary for groups to adapt to changing environmental conditions. Leaders provide an initial road map into an

uncertain future. This view was also shared by Burns (1978), who theorized that it was important to avoid reducing one's role to a mere agent of short-run purposes but to pursue wider goals as a policy maker. Leadership mobilizes and brings about real change.

In 1982, Dr. Thomas W. Payzant became the new superintendent of the San Diego Unified School District. His appointment followed a recognition by the Board of Education and the court that the organizational culture had become a constraint on the school district's ability to change. Goren (1984) indicated that controversy between the judge of the integration court case and the former superintendent caused the school board to become more involved in the day-to-day operation of the school district. The inability of the superintendent to be more responsive and accountable to the community led to his resignation. Payzant was brought in to break the tyranny of the old culture and to turn around the organization. Labeled a Harvard educated whiz kid and an innovator who was not afraid to make changes, the 42 year-old athletic superintendent proceeded with a massive replacement of most key people in the organization and the initiation of many new reforms. He also initiated new program changes including policies for equity, management selection, and higher graduation standards for students. Some changes came as an impetus from federal and state mandates; others were the result of his proactive initiative.

Part of his new thrust was to engage the public's interest in its schools. He sought to promote this goal through numerous public presentations, regular television series, the establishment of several citizen advisory committees, and consideration of new policies. An

aggressive effort to solicit business support for schools resulted in a large, successful, business-school partnership program, and his involvement with the business sector was noticeably heightened. His visionary stance was represented by this quote, "In some incidences, it's part of the job to bring forward recommendations which may generate controversy and give rise to spirited debates. Then the role of the school board is to make the final decision and I live with the decision and implement it accordingly. I've never viewed my job as sitting back and waiting to see what the majority opinion will be. If I did, I don't think I would be fulfilling my role" (San Diego Tribune, 1986).

To be sure, his willingness to tackle controversial issues drew some angry protests. The leadership of the Diocese of San Diego opposed his effort to establish health clinics in the schools; the Board of Education was slow to accept his direction regarding the handling of students with AIDS; and some felt the district business should not include social issues such as apartheid policies.

Payzant is also known to be ambitious, having landed his first superintendency at the age of 26. He involves himself in national and regional circles where major educational issues are debated and decided. Payzant was in 1988 the president of the Council of Basic Education and the only superintendent on the Carnegie Forum on Education and the Economy panel for planning the national teacher certification board. In 1986, he was invited to present the first Salmon Lecture at the American Association of School Administrators. He enjoys a working relationship with recognized experts and school reformers including TheodoreSizer of the Coalition of Essential Schools, Ernest Boyer of the Carnegie

Foundation for the Advancement of Teaching, and Patricia Graham of Harvard University.

Through his involvement on national and regional committees and conference agendas, Payzant was aware of what was being initiated around the country and the response of many superintendents to reform movements with a motivation toward continued growth and renewal.

It was not surprising that he should be interested in establishing his own Commission for the purpose of looking at San Diego's issues. As early as 1983, following the issuance of A Nation At Risk (1983), he had proposed such an idea to Dr. Ruben Carriedo, director of the Planning Department and requested the development of a concept paper. Carriedo's concept paper described what such a committee might do, its composition, how it could be organized, and who might serve as chairman. Although the idea was generally approved by the Superintendent's Cabinet and the Board of Education, its implementation was delayed because of a number of issues including budget, negotiations, controversy surrounding a proposed AIDS policy, and a more pressing need to plan for substantial enrollment increases.

Robert Filner was a member of the Board of Education from 1979 to 1983. During 1982 he had served as president. He and other board members had ousted former superintendent Thomas Goodman and conducted the search which led to the selection of Payzant. Filner's championing of a cause for parents in the Hardy Elementary School area had spurred his election. He quickly became known as a representative of the people, a shaker of the system, a proponent for accountability, and as a person generally interested in social justice issues. Employed as a

professor of history at San Diego State University, earlier in his career Filner had been a Congressional legislative assistant to the late Senator Hubert Humphrey. His interest in politics was well known and in 1983 he decided to run for the city council seat in the 3rd district. A narrow defeat to Gloria McColl left him hurt and disappointed but not with hope abandoned. A short stint of ten months was spent in the office of Congressman Jim Bates as a district representative and campaign director.

Payzant and Filner were known to talk to each other often, frequently bouncing ideas off each other and generally enjoying the intellectual stimulation each offered the other. By 1986, Payzant was ready to try for a commission again. Many other large districts across the country were initiating major reform efforts, and he was anxious to get started. New York had established its Education 2000 Commission. Dade County had worked with its union to plan a massive school based management system, and Boston had initiated its compact pledge with businesses. In the west, Payzant could be the leader.

By now the long-range facilities master plan, the major effort to address overcrowding, had been launched and the planning direction was more clear. The agenda could be expanded. When Payzant mentioned his idea of creating a Schools of the Future Commission to examine change in the school district to Filner, it struck a responsive chord and a leadership role as Commission chair suited him all the better. When interviewed, Payzant said he had in mind "a chair who had familiarity with the school district and who would have the time and interest to be a working chairperson." Filner's name came to mind. Filner had

mentioned to Payzant that if he ever had any special kind of assignment that would enable him to continue his interest in public education even though he was off the board, he wanted to be kept in mind. Payzant knew Filner had a real interest in looking ahead at change efforts because he had initiated change while on the board, though not without controversy. Board members supported the concept and Filner's appointment as chair after informal discussion with Payzant. The next step was to identify Commission members and the Commission's major charge.

Profile of Commission Membership

Having reviewed the composition of other commissions like the National Commission on Excellence and the California Commission on the Teaching Profession, Payzant settled on a membership size of seventeen. The Planning Department suggested it needed to be large enough to include the diversity which was representative of San Diego including education, business, military, ethnic, and gender considerations. Payzant involved the board members very early because he wanted to have their blessing. They were generally comfortable with his going ahead as long as they had an opportunity to make suggestions for members. One board member expressed concern about Filner as chair, feeling that his appointment "might set up a political group with a preset agenda about particular findings and recommendations for district direction." Payzant decided to appoint a moderate sitting board member to serve as a political balance to Filner.

The Commission was to report to Payzant. No district administrators were invited to serve on the commission. He wanted it to

be basically community people rather than educators, and he wanted the Commission to maintain an independent position. Names were suggested by members of the Board of Education, by the Superintendent's Cabinet, by Filner, and Payzant. The final slate was worked out by Filner and Payzant with the approval of the Board of Education. Each Commission member was unique for his or her special qualities (see Figure 1).

Rear Admiral Bruce Boland, a tall white male in his late fifties, was the commander of the 11th Naval District from April 1985 until his retirement in August, 1987. He also coordinated the naval functions in Southern California and Nevada. Born in New York, Boland's military service dates back to 1953 when he enlisted in the aviation cadet program. His education includes a master's degree from the University of Southern California. Active in community affairs, he has worked closely with the school district in the business partnership program and the "Just Say No" to drugs campaign. His four children have all attended the public schools of San Diego. Boland is on the Board of Directors for the United Way of San Diego County.

Gail Boyle is past president of the San Diego Teachers Association (1983-1986). An articulate, assertive and intelligent speaker, she is regarded as a gifted teacher and is well respected for her expertise and candor. In her role as association president, she often challenged proposals and policies of the board and superintendent. Gail is a Californian and received her bachelor and master's degrees at San Diego State University. Her teaching fields are English and social studies. She is a race human relations facilitator and is on the Board of Directors of the YWCA of San Diego.

Figure 1. Descriptive Data Regarding Schools of the Future Commission Membership

Name	Age Range -30/30-40/41-50/51-60/60+			Ethnicity	Gender	Career
Bruce Boland				White	Male	Military
Gail Boyle		X		White	Female	Teacher
Eugene Brucker			X	White	Male	Retired educator
Terry Churchill		X		White	Male	Business executive
Kay Davis		X		White	Female	Community leader
Julie Dillon*	X			White	Female	Business executive
Bob Filner		X		White	Male	Professor, political science
Mary Franklin	X			Black	Female	Criminal defense attorney
Jonathan Freedman	X			White	Male	Journalist
Hugh Friedman			X	White	Male	Professor of law
Irwin Jacobs		X		White	Male	Corporate head
Vahac Mardirosian			X	Hispanic	Male	Minister
Walter Miles		X		Black	Male	Professor, political science
Arthur Ollman	X			White	Male	Art administrator
Paul Saltman			X	White	Male	Professor, biology
Elsa Saxod		X		Hispanic	Female	Public relations executive
Pham Tuan	X			Indochinese	Male	Equal educational opportunity
Connie Viada	X			Filipino	Female	Student

*Resigned from the Commission.

Figure 1

Eugene Brucker was special assistant to the superintendent for the district until he retired in 1985. Born and reared in San Diego, his tenure with the district spanned some 39 years including many different assignments. For seven months, he served as interim superintendent, prior to the appointment of Payzant in 1982. He is regarded by many as a storehouse of the history and the wisdom of the district. Respect and admiration for him can be measured by the fact that the retirement party held in his honor was the largest that can be recalled in the history of the district. He is candid, has a counseling background, is generally supportive, and accessible. Payzant still solicits his counsel as do members of the Board of Education. He is well known in the community participating in Rotary and as a leader in his church. He currently works as an educational consultant.

Terry Churchill, a white male in his forties, is married and has three sons in district schools. He is the area vice president of Pacific Bell, a position held since 1985. As president of the Private Industry Council, he helps to develop policy for the allocation of jobs and resources to many disadvantaged youth. A dark-haired gentleman of medium stature, Terry is keenly intelligent, articulate, and often takes the leadership initiative in meetings and organizations to which he belongs. He is active in the community and well known in business and cultural circles. Terry graduated with honors from Fresno State University.

Kay Davis was the president of the Board of Education during school year 1986-87. She serves on two state-level educational advisory committees. An outspoken supporter of Payzant, she is known for her

candor and willingness to confront issues. A 43 year old mother of three daughters, she has placed them in public schools for most of their education but in private schools when she felt they offered a better opportunity. She is a product of private schools. Petite in stature but forceful in determination, she forged the district's business partnership program, and she sought the 6th district city council seat in 1987. Her husband is a successful contractor, and they are known in Republican, business, and social circles.

Julie Dillon is president and owner of Dillon Development, a successful land development company. She chairs the housing committee of the Building Industry Association and is on the Board of Directors for the Rancho Bernardo Savings Bank. A 40 year old businesswoman, she and her husband have two young sons. Because of her growing frustrations, she recently enrolled them in private schools. Her bachelor's degree in business administration was earned with high honors at San Diego State University, and she is active in the construction industry and Republican circles.

Mary Franklin is a tall, black, young woman of commanding presence. She is the president of the National Women's Political Caucus and a member of the Earl B. Gilliam Bar Association. A criminal defense attorney, Franklin specializes in the defense of the elderly and low income people. Her junior and senior high school years were spent at local district schools, and she remarked that not many of her teachers or counselors expected her to be successful. Articulate and bright, she is likely to be outspoken on matters of justice and social issues.

Bob Filner, 45, is a history professor at San Diego State University. A former president of the school board, he is known as a liberal, outspoken Democrat with aspirations for political office. He is often controversial. As a young man, he was involved in the civil rights movement and served on the staff of Hubert Humphrey. He is also a former congressional legislative assistant on education. His two children attend district schools.

Jonathan Freedman, a tall, young man with dark hair, is an editorial page writer for the San Diego Evening Tribune. He speaks loftily of the public education he received in Denver and is the father of two small children. In 1986, he was awarded the Pulliam prize to study terrorism in Europe. He spent several months engaging in that experience. In 1987, he won the Pulitzer prize for his writing on terrorism. With distinguished participation in many news organizations, Jonathan is a gifted journalist and an articulate spokesperson. His strong opinions are reflected in very distinctive editorials which always generate a reaction.

C. Hugh Friedman is a professor of law at the University of San Diego. In 1983-84 he was president of the California State Board of Education and served as vice chairman of the California Commission on the Teaching Profession from 1984 to 1986. A graduate of Yale and Stanford, he is widely known in legal and political circles. A distinguished looking gentleman of 56, he is a very learned scholar who chooses to express himself in simple terms.

Irwin Jacobs is president of Qualcomm, Inc., a high technology company. He co-founded LINKABIT, a nationwide electronic industry.

Jacobs is a graduate of MIT and had been a university professor. He is well respected in higher education and scientific circles, having been accorded many awards for his work. Well known in the La Jolla community, he has been president of the Democratic Club, the Jewish Community Organization and chairperson of the Muirlands Junior High Advisory Committee. He is active in community and cultural groups including the San Diego Symphony and Museum of Art. He is recognized as a gifted entrepreneur.

E. Walter Miles is a professor of political science at San Diego State University. His background is in government, and the behavioral approach to law and politics. A black gentleman of medium stature, Miles served as chair of the Board of Directors of the San Diego Urban League at the time Clarence Pendleton left the executive director assignment. He articulates some strong opinions regarding disadvantaged members of the community and the poor. His two children are graduates of San Diego City Schools, and his wife is an English teacher. Miles is on the Executive Council of the American Political Science Association.

Vahac Mardirosian is a Baptist minister by profession and an outspoken advocate of equality for poor Hispanic children. Formerly of Los Angeles, he conducted a parent education program in connection with the Los Angeles Unified School District. In San Diego, he has prodded the district continuously regarding the disappointing achievement of Hispanic students. He was formerly president of the Mexican American Advisory Committee to the superintendent and generally has supported the superintendent's efforts. He recommends lessons to be learned from the Tijuana education system where he was educated. An articulate and

forceful speaker, he is a recognized community activist and a board member of Chicano Federation.

Arthur Ollman is the executive director of the Museum of Photographic Arts, a post he has held since 1983. He is active in the National Endowment of the Arts, having served on its regional task force on funding programs and guidelines. His background and total life experience is in art, an area where he has taught and also served as an administrator. His own education was gained in the public schools of Wisconsin. He has prodded the school district to expand the boundaries of the school community to include the paracurriculum that exists beyond the four walls of the traditional school building. Articulate, bright, creative ideas characterize his approach.

Paul Saltman is a professor of biology at the University of California at San Diego. Paul, 59, is the consummate teacher, believing strongly in the profession and what it can contribute. He has served as a college administrator (provost and vice chancellor), but prefers to be recognized for his teaching and research talents. A very gifted scientist, he is a distinguished alumnus from the California Institute of Technology, is recognized nationally and internationally, and is published in many scientific journals. Born and reared in Los Angeles, Saltman is a product of that city's public school system. He is an avid sportsman and his tall, athletic build reflects the pursuit of many athletic activities.

Elsa Saxod is an assistant to the mayor for binational affairs with offices in the city administration building. She has long standing business experience having recently headed her own business, Saxod

Enterprises, which specialized in public relations and marketing for Hispanic businesses. A single, Hispanic woman of small stature and dark flashing eyes, Elsa is proud of her accomplishments as a woman in business, particularly since few career options were open to her when she was in school. She speaks with determination and assertiveness. She is bilingual and served as a Spanish instructor in the Peace Corps. Active in community service programs, Elsa has held governmental positions at the local and federal levels and is involved in civil rights causes for Hispanics. She serves on the Board of Directors for United Way, Greater San Diego Chamber of Commerce, and LEAD of San Diego.

Pham Quang Tuan is an affirmative action coordinator for General Dynamics, San Diego. He speaks Vietnamese, English, and French. Pham attended local public schools and graduated with honors from San Diego State University. He is quiet and thoughtful, but very attentive. Although he is not as confident in his use of English, his experiences leave no doubt about his abilities and conceptual understandings in several areas. Pham has held several administrative assignments with the San Diego Urban League and is a leader in the Vietnamese community, often speaking in their behalf regarding civil rights issues. Pham has worked with Walter Miles in the Urban League and with Bob Filner at San Diego State University. He is on the Board of Directors for the Indochinese Mutual Assistance Association.

Connie Viado is a second year student at the University of San Diego. A graduate of San Diego City Schools, she participated in gifted programs and was president of her student body. A young lady of Filipino descent, Connie feels strongly that students must be motivated

to benefit from educational opportunities which are available. Petite and bright, she is comfortable expressing her ideas in written or verbal form. She has a warm personality, is soft spoken, and articulate.

Two other persons originally agreed to serve on the Commission. Superior Court Judge Napoleon Jones resigned because of a demanding court calendar. Karen Winner, managing editor of the San Diego Union, also bowed out because of an overwhelming schedule.

In general, the Commission was representative of an age range from 21 to 62, with a concentration in the 41-50 category. Approximately 65% were white, while 35% were ethnic minorities. Males constituted 70% while females made up 30% of the group. Forty-one percent were involved in education at some level but were not part of the San Diego Unified School District.

Ron Ottinger, a district administrative assistant, was appointed staff liaison to the Commission. Ottinger is a tall, young man of Jewish descent whose father was a congressman from New York who fostered causes for minorities and the poor. Ron has pursued many of these liberal causes as a community organizer, including organizing home health care workers. He is active in Democratic politics, and serves as chair of the local Sierra Club Committee on Political Education. He is articulate and bright and provided full time staff assistance to the commission during its tenure. Ottinger has worked closely with Filner, Miles, and Tuan in other endeavors.

Several persons on the Commission had worked with the school district before in some capacity. These included Filner on the Board of Education, Boland as part of the "Just Say No" to Drugs Campaign, Boyle

as president of the teacher's association, Brucker as a retired top administrator, Davis as member of the Board of Education, Jacobs as chairperson of the Muirlands Junior High Advisory Committee, Mardirosian as chairperson of the Superintendent's Mexican American Advisory Committee, and Saltman as a frequent lecturer in schools. Several had worked with the Commission chair including Brucker as interim superintendent, Davis as fellow Board of Education member, Miles as a colleague at San Diego State University, and Tuan as a student at San Diego State University. Filner, Miles, Ottinger, and Tuan, along with Milne who would serve as a consultant to the Commission, had a relationship dating back several years before the Commission was inaugurated.

Payzant made personal phone calls to prospective Commission members to solicit their support. The commitment of the early respondents was used to leverage the participation of others. All Commission members responded personally by phone that they would participate although some raised additional questions of clarification.

Commission Charge

The Schools of the Future Commission was officially appointed by the superintendent on April 6, 1986, at the regular meeting of the Board of Education, and a concurrent press release regarding its establishment was made available to local news media and national educational publications. Filner made a statement expressing his pleasure in this new task and his hopes for the commission.

Payzant gave the Commission a broad charge, asking the panel to address the question, "What should the San Diego public schools be like

in the year 2000?" In his "Charge to the Schools of the Future Commission," Payzant (1986) praised the school district for developing an effective, systematic planning process, but noted that these activities focused on the short rather than the long term. The Commission was to engage in long term analysis and planning, examining demographic, societal, and economic changes in San Diego that would affect the schools, and advise the school district about how it should be preparing the "curriculum, staffing, and structure necessary to meet the public education needs of the community in the year 2000 and beyond."

In retrospect, Brucker thought Payzant could have given clearer directions as to what his expectations were in terms of the commission's job. Saltman was more critical. "I believe that Tom Payzant, the superintendent of schools who has the responsibility and authority for running the schools in this community, should have chaired that meeting and should have set the agenda. He should have had the consultation he wanted before the meeting, but he needed to be involved in that meeting to fully articulate what his beliefs are, what he believes to be practical to achieve, and not to leave a bunch of amateurs to run crazy."

In formulating such a broad charge, Payzant said he took a calculated risk. On the one hand, he wanted the Commission to direct the school district to address the wave of reforms initiated by the Carnegie Forum on Education and the Economy's 1986 report, A Nation Prepared: Teachers for the 21st Century. He felt that he would need credible outside pressure to move a highly centralized and hierarchical

organization to consider fundamental institutional change. On the other hand, he knew that the kind of prominent San Diegans whom he would need to appoint to achieve significant public credibility would not serve if the charge was highly restrictive. By appointing highly regarded citizens who had been active in generally supporting public education and specifically supporting San Diego City Schools, Payzant felt that the national and state reform proposals would be adequately addressed.

Commission Activities

After surveying the members to determine a preferred meeting time, the first Commission meeting was scheduled for May 6, 1986 at 4 p.m.

On April 25, 1986, Filner and Ottinger met to discuss the first meeting agenda, responsibilities for various items and how the Commission might be organized to do its work. It was decided early on that the Commission needed to (a) reach out extensively to involve the public, (b) develop a clear goal for the district for the year 2000, (c) provide a report of goals and objectives, (d) highlight the excitement of public education, and (e) find creative ways to present the Commission's report.

Filner and Ottinger tentatively decided the Commission's work might be organized into four phases. Phase 1, consisting of two meetings, would include introductions, basic organizational details, background, and presentation on the current school district programs and status of financial resources. Some visits to school sites might be included for the purpose of better acquainting Commission members who were not in education with the operation of schools. Phase 2, consisting of the

third and fourth meetings, was to focus on demographic and economic projections for the city and the district and receive presentations on school programs focusing on integration efforts, day-to-day operations and curriculum support. In Phase 3, the Commission would be broken up into four subcommittees to deal with (a) curriculum, (b) staff requirements and classroom structure, (c) overall structure and organization, and (d) student body needs of the urban, inner-city child. Committees would define areas of concern, conduct public hearings in different parts of the city, and monitor and assess their progress and make reports to the full commission. In Phase 4, the Commission would finalize its recommendations, present them for full committee review, and present a report by late spring of 1987.

The content for the first meeting was outlined as follows.

Agenda for the May 6, 1986 Meeting

- ° Press release
- ° Meeting with reporters
- ° Introduction to school system
- ° Commission Agenda
 - Introductions
 - Charge
 - Overview
 - Funding
 - Housekeeping: Meeting times and dates
- ° Set of materials to get acquainted with district
 - Notebook for materials, notes, etc.
 - Annual report

On May 1, Filner sent Payzant a paper generally outlining his plan for how the Commission should operate, the staff and funding support that was needed, and a tentative meeting schedule and first meeting agenda. These he hoped to have finalized or confirmed by May 5. Several points were made in his memorandum regarding how the Commission was to proceed. He felt that: (a) the Commission should have a basic goal for the district in the year 2000, (b) the public needed to be recommitted to public education, (c) the Commission should use creative methods to issue its final report, and (d) although the Commission was established as a committee to the superintendent, it should make periodic reports to the board as well. He also indicated the Commission should work independently of the district organization and therefore needed an outside source of funding support.

No basic changes were made in the agenda thrust from that planned during the April 25 meeting. Kay Davis, the board president, would join Filner in extending the welcome to the Commission, and the superintendent's charge would be presented by Carriedo, director of the Planning Department.

The Board of Education conducted its weekly public meeting on Tuesdays at 2 p.m. At the meeting on May 6, the superintendent announced that the Commission had been formed and introduced the Commission members who were present. He briefly discussed the goals he expected the Commission to address during the coming year. Then Filner made a statement in response, expressing his pleasure at being involved with public education again and his expectations for the Commission's work. Filner and the Commission members then left the session to go to the Commission's first meeting.

The First Quarter Period

The first meeting was convened in a room located on the first floor of the main building in the Personnel Services Division. It is normally used for administering various kinds of employee classification tests. The room is usually furnished with approximately 25 student desk chairs which had been pushed to the sides to make way for the Commission. Four to six tables had been pulled together in a rectangular form around which the Commission members were seated. Nothing adorned the walls whose off-white texture could have used a fresh paint job. The floor was bare and windows extend across the east wall. Regular, oak, armless, unpadded chairs provided the seating. The room was not air-conditioned, but was fairly quiet from distracting noises. One door opened into the office of the classified personnel director and the door on the opposite side opened into the south hallway of the first floor. Approximately 20 people can meet in this generally drab and unattractive room.

Bob Filner, the Commission chair, took his seat at the north end of the rectangular grouping of tables. Name plates were used to assist members in quickly developing the acquaintance of the twelve Commission members who were present. Friedman, Jacobs, Jones, Saxod and Winner were absent. Commission members were seated at the table along with Ron Ottinger, the staff assistant. Three staff persons, Ruben Carriedo, director of the Planning Department, Philip George coordinator of the Communications and Public Affairs, and Dean Nafziger, head of the Planning, Research, and Evaluation Division also attended. After welcoming remarks were made by Filner and Davis, the Board of Education

president, Filner introduced Carriedo who made a presentation on the history of the educational reform movement and the factors that were expected to impact San Diego City Schools' future. Carriedo also talked on how the Schools of the Future Commission got started and the kinds of demographic, social, and economic changes in the San Diego community that were expected to impact the district.

In an exchange of ideas on the purpose of the Commission, Saltman challenged the premise of Carriedo's rationale for the Commission that such a panel could help pave the way for fundamental reform of San Diego's public schools. Saltman questioned whether any challenges to the schools in the past had resulted in a quantum change in schools. He expressed an interest in "how kids get preparation for college." Boyle said that schools have been built historically to deal with external pressures rather than dealing with the people in them. "We always seem to be catching up," said Ollman. "Values change so fast. How can the schools keep pace?" The student's view, according to Viado, was that students see education as something negative. "They are developing a hopeless attitude." Mardirosian was more concerned about the present progress of Hispanic students than some notion of the future. Boland raised questions about nuclear education. These varied comments were representative of the group's initial efforts to focus on a charge and specific objectives. Even at this early meeting, several were staking out their interests. Discussion was dominated by Boland, Boyle, Brucker, Mardirosian, Ollman, and Saltman.

Minutes of the May 6 meeting and a tentative outline for the Commission task were sent to Commission members by Filner for review.

Initially, the Commission would define its current expectations of public education and what it would propose for San Diego City Schools. Then it would look at future scenarios which projected demographic, social and economic changes in the 21st century and the expected impact of these changes on the educational program. In light of this context, the Commission would refine its expectations and develop recommendations which took into consideration the public hearings and interviews with students, parents, teachers, and business leaders.

Filner's memorandum of May 12 indicated a need for the Commission to refine its task and processes as a Commission. Members were asked to respond in writing regarding (a) their general reaction to the first meeting, (b) their statement of the Commission's mission, and (c) their revisions and reactions to the outline. He also provided a background paper by Carriedo on the reform movement and several other well publicized reports and articles including A Nation At Risk, and the California report, Who Will Teach Our Children.

Five initial responses were received. Brucker expressed a concern that several Commission members were not in attendance at the first meeting. If this became a pattern, he felt it would be difficult to complete the Commission's work and reach consensus. Since the group included recognized leaders who were extroverted and verbal, he felt it necessary to have a tight agenda and to exercise discipline to stay on task. His view of the Commission's mission was to project what the "educated" individual would need in year 2000 and define what will be required of the K-12 district to meet those requirements.

A response from Dillon expressed general confusion, lack of direction, and the discussion monopolized by a few. She recommended more guidance and exercise of authority by the chair. In her words, the Commission's purpose should be "to take a long-range look at where we think our schools will need to be in the 21st century. And then, when we agree where we think we ought to be, develop an implementation program to get us there (e.g., funding, facilities, training)."

Viado found the first meeting encouraging and exciting and felt it would be quite an educational experience for her. She felt the mission should include "looking at the student attitudes and motivations and how they use them to become achievers."

A lengthy and thoughtful discussion was presented by Boyle whose major concern was that the Commission would not give attention to the concept of "who will do the reforming of the educational system in order to achieve the most for all of our children." She was concerned about other reports which, in her judgment, proposed creating elite teaching forces while ignoring teachers in general and their motivations. Her vision of what students need to know to be educated and the conditions needed to effect that vision were stated as follows:

1. Children need to be able to take advantage of what opportunities are at school. To do this they must be civilized. I know that sounds Germanic, but there are necessary conditions for learning to take place in groups. Currently, we assume that the uncivilized will learn from the civilized by being placed with them and we let it be a challenge to the teacher. That is why so much time is spent in discipline and so little in inspiration.

Maintaining the discipline of the uncivilized is tiring, not to mention frustrating. The current civilizing process is not as effective as it needs to be. We spend too much time trying to pack content in their heads earlier and earlier with inadequate attention to socialization. As ridiculous as it may be, the great public out there thinks all children are clean slates when they arrive in school.

2. Teachers need to be able to understand and relate to a wide variety of student "realities", especially when we know that most teachers are white, female, rural/suburban, middle income raised. Demographics indicate that this will not change much in the next 20 years. Teachers need new skills to work with new populations.

3. Learning how to learn needs a greater priority. Currently, we are embroiled in test score mania, but that will not always be true. You might be surprised at the number of children who believe the purpose of school is to receive and fill in their worksheets. They have the words, "You need an education to get a good job", but the ability to apply that to their real lives is often missing. Schools often do not encourage or foster cooperative learning because we like them quiet. It is one of the key criteria for evaluation as a good teacher. Much is lost in this "quieting" process.

4. If the schools are to create citizens for the preservation and promotion of democracy, then we need to be especially attentive to teaching students to think. The Rose Bird [confirmation

election of the California State Supreme Court's Chief Justice] and Prop. 51 [the "Multiple Defendants Liability for Tort Damages" ballot initiative] campaigns say it all about what we are up against.

4. [sic] Students need adequate individual attention in a timely manner. Stuffing them in classes of 35 defeats learning. Also, increasing the range of ability and performance may improve student learning, under controlled situations, but it drives the teachers upon whom it is imposed crazy and negatively impacts teacher attitudes. Teacher attitude is a major factor in student learning.

5. The entire system of education is not a failure. Just because my Porsche wouldn't hold five people when I married into a family of four, didn't mean that the Porsche was suddenly inferior. It just didn't meet my needs anymore. It was great while it lasted! Any commission doing justice to intellectual honesty must respond to the incredible success of the American experiment in comprehensive education for all citizens to the degree that each can achieve. Maybe that system as configured in the past doesn't meet our needs any more, but it is not inferior (G. Boyle, personal communication to Filner, May 30, 1986).

She also despaired that we wouldn't think beyond the existing structure and dream. "Too many people thought that if it comes down from on high, it will happen." We needed to address the fact that the people that are going to make changes are in the schools, she opined.

Mardirosian's interest was that we improve the quality of education and pull up the bottom. He felt the chances for change coming from within the school system were nil. He wanted to "persuade Mexican mothers to become Jewish mothers."

The Carnegie Forum on Education and the Economy convened in Coronado, California at the Hotel Del Coronado from April 14-16, 1986. This was the occasion of the release of its major national report, A Nation Prepared: Teachers For The Twenty First Century. Payzant was an invited guest. He made arrangements for others to attend selected sessions including Carriedo, Nafziger, and Filner. Filner's discussion and exposure with this Carnegie task force convinced him that a full time commitment of a staff person was needed to assist with the Commission's work. He recommended to the superintendent that Ron Ottinger be employed on a permanent basis.

A memorandum received from Tuan on June 3 expressed his reaction to the first meeting and the Commission's mission. He felt privileged to be a part of it, liked the idea of a structured format but wanted some time for informal brainstorming. His hope was that one of the main objectives within the larger context of the mission would be to identify the kind of education system, which will, at a minimum, prepare and equip people with the basic skills and knowledge to enable them to have some options regarding the basic survival necessity of securing a decent career---to earn a decent living.

The second meeting of the Commission was convened at the district central office on June 5, 1986 at 4 p.m. in the conference room of Annex 2. The generally cramped facility included a large table and

chairs to seat approximately fifteen persons. Limited lighting and ventilation contributed to its overall uninspiring appearance. Six Commission members were absent including Friedman, Jones, and Winner who had not been in attendance for the first meeting. Observers included Jeanne Jehl, the district coordinator of the business-education partnerships program, and Crosby Milne, the consultant who would later become the Commission's facilitator, and a Dr. Joseph Rost, associate professor of education from the University of San Diego, who was involved in leadership and futures studies. Commission members were seated around the oblong-shaped table with Filner and Ottinger at the front of the room. Filner opened the meeting by discussing the meeting schedule and the commitment needed for active participation. It was suggested that Filner contact those who had been absent to determine their ability to participate. A decision was reached to meet monthly at 4 p.m. with subcommittee meetings being conducted in-between full Commission meetings.

Filner outlined the budget support that would be needed for operating costs, initial staffing, publication, etc. He felt it was important to demonstrate the Commission's independence by seeking outside support such as had been done with the Carnegie Commission and several other major studies.

Discussion followed on the national educational reform reports, on major issue areas that the Commission should address, and on the Commission's purpose. The interchange of Commission members went like this.

Ollman asked, "What about the year 2000? The reports do not seem to address what will be needed in the next century. Our mandate goes beyond just reacting to today's problems." This was the kind of admonition he would give the Commission throughout its proceedings. He felt it stayed too close to the present without taking the big leap and risk to the future. He felt the recommendations "were very close to what exists today or what is visible in other school systems today." He prodded the group toward something revolutionary.

Jacobs responded, "The reports are saying what will be needed in the year 2000. We probably cannot do much better in creating what needs to be done. Our time should be spent looking for the gaps between what the reports recommend and what exists now."

Brucker added that "the year 2000 is not that far away. Many recommendations such as recruiting new teachers, require a good deal of lead time for implementation."

"Who is going to follow through and implement all of these recommendations and what is their self-interest in making these changes work?" asked Paul Saltman.

Boyle expressed a view that the "reports do not seem to focus on how to buy in the people who will have to carry out the recommendations - the teachers and administrators."

Mardirosian queried: "Who is taking a critical look at the teachers who will have to teach all of the teachers that will be needed? How can we affect the teaching colleges in San Diego and make it in their interest to provide the kind of training talked about in the reports?"

Saltman said: "We need to recruit the best people to teaching. A system of federal, state, and even local programs and funds should be developed to encourage the top high school and college students to go into teaching. College students need to be put into the field to experience teaching."

Brucker noted that "we need to address our attention to other school personnel as well."

Davis felt that "we should start with: 'What is the product that we want to produce?' If the knowledge and skills graduates will need to have in the 21st century do not match with the knowledge and skills of today's graduates, then our recommendations should focus on what is needed to make up the difference."

"What is the process our Commission will use to define the product?" Filner asked those present. "Should we use the district's 'mission statement' as our definition?"

Ollman expressed his opinion that "We should be careful about using the term 'product' since it implies that there is one singular outcome of the education process."

Saltman agreed: "We should be talking about 'curricula' not 'curriculum' for the same reason. There should be some minimum threshold of ability that a student should attain before graduating."

Davis said: "Flexibility should be a guiding concept. Graduates from our schools should come away with viable options for their futures. Motivation is critical. How do we make learning relevant to motivate kids?"

Tuan suggested that maybe "we should try to define what we would like to see in the ideal situation, then work backward."

"We should get practical and concentrate on the situation in San Diego," said Mardirosian.

Saxod felt: "The group should start with the demographics in San Diego and look at the conditions that will exist for kids born today as they grow up and move through the school system."

Saltman agreed: "We should determine whether the way we are currently addressing the needs of students graduating will be similar or different to the way the needs of students in the year 2000 should be addressed. For instance, we may need a support system for kids before kindergarten in the years ahead."

Brucker responded that "we still need to be aware that everything that is recommended will not be implemented all at once. We should be thinking about a transition period to go from where we are now to where we will need to go for the future. It will be too late if we wait until the year 2000 to begin making the required changes."

Filner noted that "it will be politically easier to sell our recommendations if we talk about them in the context of the future and not the present."

Boyle added: "A broad enough base needs to be built to make change possible."

Viado asked: "How do we say to the public in a constructive way that something is wrong and that something needs to be done?"

Miles responded that "whatever we do, it needs to be put in productive, not counterproductive terms for the public. There are going

to be many 'sharpshooters' who will try to play on the difficulties currently confronting public education."

Ollman noted that "The question should be, 'How do we make public schools one of the drawing cards for San Diego?'"

Boyle suggested that "we need to pay teachers more to get quality people."

Ottinger commented: "Education as a percentage of the GNP needs to go up. However, California now ranks 49th in the country in its expenditure per student. How do we restore credibility to the public schools so that the public will pay for quality education?"

Jacobs responded that "education is a statewide issue because funding comes from the state. We need to identify what we can do without state help and what we will need from the state."

Filner expressed his opinion that "San Diego is a good laboratory for experimenting with change. We have a self-contained economy for the most part and most of our teachers are produced from colleges and universities in the area."

A note received from Rost responding to Filner's request for his reactions on the June 5 meeting said that Rost felt the Commission lacked focus. His impressions were that (a) the time of day and meeting room were awful, (b) there was insufficient time to delve deeply into any topic, (c) a distinction was not being made between the content and the process, (d) the district commitment was hazy as demonstrated by the lack of involvement of any high level person, and (e) the Commission members' commitment was varied.

This general feeling of frustration was also shared by Saltman who characterized the first several meetings as chaotic with no real leadership from the chair. On the other hand, Brucker had been very complimentary of the facilitative role Filner had played and how he had been so masterful in not dominating the discussion. He had been both surprised and pleased that this had not happened.

Written comments from Boland were also received, reacting to the first meeting and apologizing for having missed the June 5 meeting. He was generally encouraged by the first meeting and felt the Commission could provide the superintendent with "a coherent and cogent plan for his consideration." He felt the purpose of the Commission was to help set a tone and direction and establish recommended long range policies for the district in the "out" years. He did not see the Commission's charge as dealing with the day-to-day aspects of the system. A discussion at the first meeting on the need for education regarding technology had initially earned his support, he wrote, but then changed his opinion.

Much discussion went on around the table at our first meeting concerning the rapid expanse in technology and the necessity of teaching students so that they can cope with this perceived explosion of technology as they set their sights on the future. I was at first inclined to agree with that tact. However, as I reflected further upon what might be done or should be done with respect to education in the future, I changed my opinion markedly.

I believe that our schools of the future should ensure that children come away with the ability to read and comprehend the

language in which they will go about their day-to-day business. Further, it is in my view most important that the school provides for them an education which ensures that they have a firm understanding of the processes by which one can work through a problem to a solution. That includes knowledge of the cognitive as well as functional process. Lastly, and perhaps most fundamentally, that the students be well grounded in a system of ethics whereby they clearly understand the differences between right and wrong as defined within the society, and that they understand the process by which that definition came about. I realize that this may sound a bit lofty, but if we do not equip our students with some of these fundamental tools in the future, it is my view that we will continue to "loose" [sic] a large section of them (Boland, personal communication to the commission, May, 1986).

Filner was generally concerned about the inability of the Commission to focus better and coalesce around a common set of issues. Further, it was difficult to develop consensus on a process to follow for the deliberations, particularly when attendance was erratic. Consensus was also building for a group retreat to provide time for extended discussion not afforded in two-hour sessions. After consultation with Ottinger and Crosby Milne, a consultant in group dynamics, a decision was reached to conduct three small group meetings at which time Commission members could discuss more extensively the Commission's purpose and format. By now, Filner had decided on using the consultant in group development and he wanted him to present his

ideas. Small groups met at Filner's home on July 3, 8, and 10 for informal discussion. The members were divided into the following groups.

Filner	Filner	Filner
Boland	Brucker	Davis
Dillon	Carriedo	Freedman
Mardirosian	Miles	Milne
Milne	Milne	Ottinger
Ottinger	Ollman	Saxod
Pendleton	Ottinger	
	Saltman	

After welcoming everyone, Filner started each meeting by describing why he was having the small group sessions and his proposal to involve Crosby Milne. Milne outlined his strategic planning model designed to help the group gain consensus and clarity on its purpose and process.

Milne explained that the group first needed to focus on values and beliefs about the role of education in society. Once there was some consensus on values and beliefs, then a basic goal statement could be formulated. This basic goal would need to be developed in the context of current conditions in the nation and the San Diego community. Once a basic goal was established, then a strategy for achieving the basic goal could be designed. The strategy would then lead to facilitating goals and ultimately, a set of guiding management concepts that would dictate direction for the Board of Education and the superintendent. (See Figure 2 for a diagram of the Crosby Milne's Planning Approach.) Milne

Figure 2

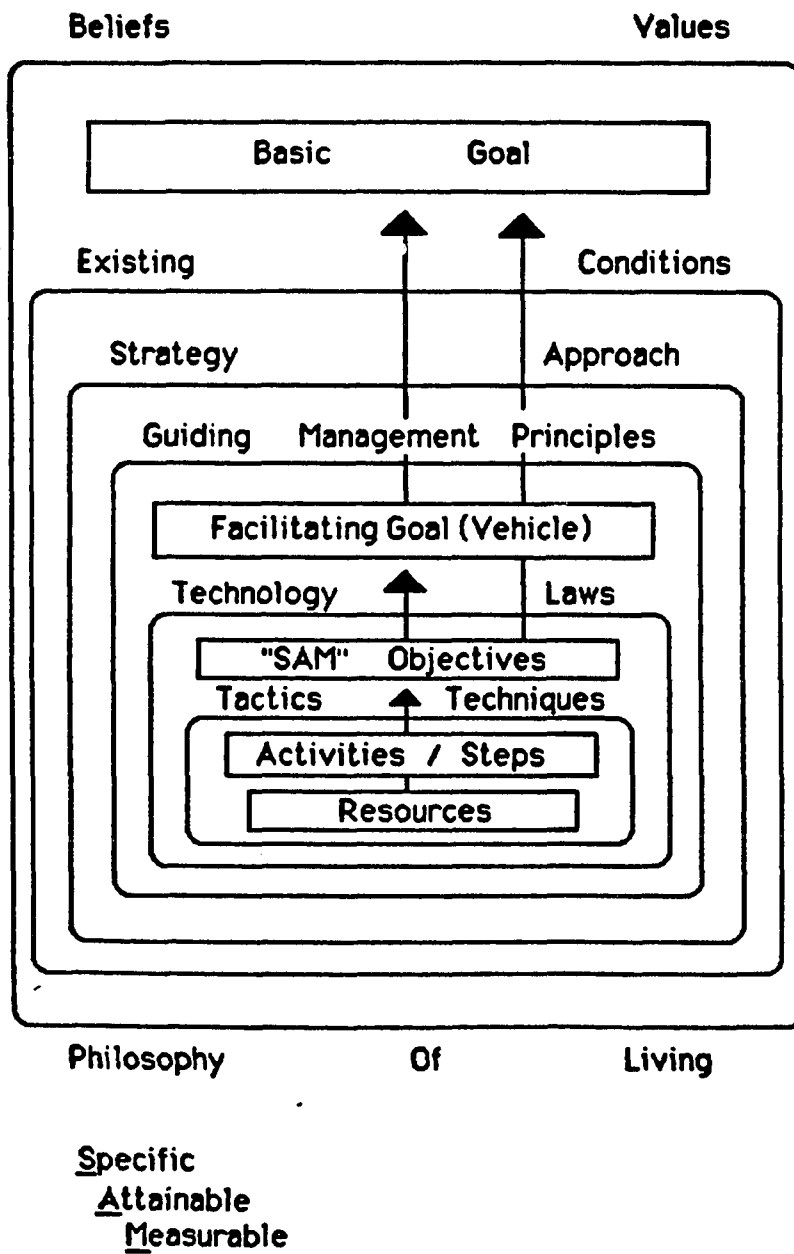
Crosby Milne's Planning Approach

Figure 2. The SAM approach to planning presented to Commission subgroups in July, 1986.

described his success with this strategic planning approach with the United Farmworkers Union and the Infant Formula Action Campaign (INFAC).

Crosby Milne is a consultant with the Institute for Effective Action, a nonprofit organization based in California which provided leadership training to improve basic human rights. He cited 25 years of experience working internationally with public and private institutions on strategic and management planning. He has worked extensively with industry and labor groups including Caesar Chavez and the farm workers unions. Milne served on the Board of the San Diego Urban League and was involved in the establishment of the district gifted program. His four children are graduates of the San Diego City Schools. Milne is a close associate of Filner, Miles, Ottinger, and Tuan.

At each meeting Filner asked each person to state in one sentence his or her understanding of the Commission's purpose. Each seemed to have a little different slant on describing the purpose. In the July 3 session, Dillon discussed the kind of motivation that had energized the physical fitness thrust under President Kennedy. She pondered how to motivate kids and parents to support public education in that way. Mardirosian said, "We have to show how it is in the self-interest of the majority to pay for educating the large number of minorities." At the July 8 meeting, Saltman inquired: "What does Tom Payzant want? What is his agenda in setting up this Commission? What kind of planning is the district doing now?"

Saltman was known to have inquired of Brucker, "What's the real agenda for this? When are you going to tell us what we're supposed to be doing?" Brucker reasoned that the Commission would not get its task

done in two hour blocks of time once a month. He felt the members needed to rid themselves of the perception of hidden agendas and pool the Commission members' expertise. He worried about the attendance. "How are we going to deal with those who do not commit to the evening and a day session?" Would they have a right to criticize what others had done or would they be able to submit a minority report if they've not attended a minimum number of meetings?

In the July 10 meeting, Freedman said given our proximity to the border, every student should have the opportunity to speak both English and Spanish. He felt we should be looking outward to the Pacific, recognizing that San Diego may have a key role to play in international Trade and politics.

By now, Karen Winner, San Diego Union editor, had bowed out of the Commission indicating an overwhelming schedule. It looked likely that Jones would also have to be replaced. Neither of them had attended any sessions. When Filner and Ottinger discussed the attendance concern with Friedman, he said this was also an issue with the California Commission on the Teaching Profession. Some very busy people found it difficult to meet the schedule.

As a result of the three small meetings, Filner won agreement from those who attended that Milne should be contracted to facilitate a two-day planning session. While members did not completely understand Milne's planning approach, they knew they needed to reach a baseline of consensus on direction if they were going to accomplish the superintendent's charge. Filner also detected enough suspicion about Payzant's agenda in creating the Commission that he decided to invite

the superintendent to the planning retreat. Ottinger was instructed to arrange the details of the two-day

Several related activities occurred during the month of July. Filner continued his quest for outside funding support. Ottinger and Filner met with Friedman to see if he had any leads for funding based on his experience with the California commission. Friedman thought a grant from the Hewlett Foundation might be possible through State Superintendent of Public Instruction Bill Honig. He asked Payzant if he would take the initiative. Ottinger and Filner were also planning to meet with Jacobs to discuss Sorrento Valley sources.

The Education Commission of the States (ECS) had its annual meeting in San Diego at the Hotel Intercontinental on July 23-26. This was a major national group of state school officials and policy makers, and it included such notables as Al Shanker, President of the American Federation of Teachers, and Marc Tucker, Executive Director of the Carnegie Forum on Education and Economy, the primary author of A Nation Prepared: Teachers for the Twenty First Century. Payzant had arranged for a special meeting of the Schools of the Future Commission with Shanker, Tucker, and other members of the ECS group. The meeting took place at the Hotel Intercontinental on July 23 from 4-6 p.m. About one-third of the Commission members were able to attend including Boyle, Dillon, Filner, Friedman, Mardirosian, Saltman, and Saxod. Payzant, Pendleton (deputy superintendent), Ottinger, Nafziger (assistant superintendent of the district's Planning, Research, and Evaluation Division), and Carriedo also attended as well as several staff members from ECS.

The purpose of the meeting was to acquaint Shanker and Tucker with the Schools of the Future Commission and to hear from them as to how they thought the Carnegie recommendations could be made to work in a local school district. There was also interest in the process which had been followed by the Carnegie Commission and the relevance for the local Commission's work.

A lively discussion ensued. To Filner's question of how do we develop support for recommendations, Tucker responded that it was "very important where you set the bench marks. Most seem to be in the 1950s. Everybody is trying to get back there. Everything flows from the bench marks including skills students will need and teacher preparation." If districts are serious about making advances, he said, they must figure out major changes that must be made and put together the right system and incentives. He cautioned "against systems that tell people what you want them to do. People must want to do it."

Carriedo raised the question if a Commission composed primarily of citizens did not want to focus on the same areas as other reports, what would a district do. Tucker felt that districts around the country looked basically alike and educational things were generally left to the educators. He reasoned that the Commission had a right to deal with any of these areas on principle without working out the details. They were within the realm of policy, not professional judgment.

Shanker voiced support for restructuring the governance of schools and delegating more authority to the school with accountability. However, he warned that you couldn't "just turn the school over to anybody" and expect that person to know what to do. For this reason it

might be better to try a small group of schools or a new school for starters.

Mardirosian indicated that there's a misconception that as the population shifts, the progress of students will go down. "How can we as citizens of this city say to teachers: 'You have the wrong idea that minority students will send the district to the dogs?'" Shanker replied that teacher expectations are based on their experiences with students. That's why it's important not to have large classes. "We are in a box," said Mardirosian. "There is no way out. How can we change the role of the teachers in schools?" Shanker talked about the National Board of Standards recommended in the Carnegie report, and that one way of changing the role of teachers would be to adopt a kind of staff development, teaching hospital model for applying theory into practice. The Schenley Teacher Training Center models in Pittsburgh and New Haven were mentioned.

Boyle said the issue for her was that people involved in the structure were not capable of making the changes. Things set up to be different were not necessarily different. Something has to happen to teachers and administrators to make them think differently.

A lively exchange followed with Saltman, Shanker, Mardirosian, and Tucker.

Saltman. I have a couple of problems. One says, I love you, I think you're groovy. What a young person needs to accrue is knowledge and skills, and I thought I heard somebody had an idea of a minimum threshold. I would like to see this defined. If so, I think we can get there as a minimum gain. I went to China seven years ago, and I saw

them in a traditional room and students were doing analytical geometry in grade 8.

Shanker. I saw this too. The Chinese educators, however, said they were rethinking this.

Saltman. If this epistemology, creativity, etc. is known, when is this lined out and where?

Mardirosian. In San Diego a large percentage of children at grade 5 read at only the 28 percentile level.

Saltman. I don't want this, that's normative.

Mardirosian. We must say all children must achieve there. No profession can respect itself and accept this. That's the challenge of urban education.

Tucker. This implies a large investment in a lot of people. In San Diego, the district must come to the conclusions that The Carnegie Commission reached to be able to move forward.

Shanker. It is the responsibility of schools to overcome problems. The life expectancy of minorities is lower because of other factors. We need to do something about those we have control over. Education of teachers needs to include experiences with children in other settings. Boy Scouts and summer camps were examples that should be looked at in terms of their semiformal structures, subgovernance, and lack of lecturing. Teachers tend to model their own experiences (from college), and it is difficult to transcend their models.

Tucker. I think we're not going to get districts interested until we become singleminded about connecting rewards and progress. Rewards now go to people who keep things calm.

An editorial written by Jonathan Freedman, July 24, 1986, in the San Diego Evening Tribune, stated that we must "make kids hunger for education." He recounted the excitement of a great teacher who made kids want to devour learning, implored the readers to support public education to hold together a pluralistic society.

Funding prospects heightened considerably when Payzant met Ted Lobman, vice-president of the Stuart Foundations, at the Education Commission of the States (ECS) meeting. Lobman had been the assistant education director at the Hewlett Foundation when Hewlett funded the California Commission on the Teaching Profession's report, Who Will Teach Our Children. Lobman was lured to the Stuart Foundations, the philanthropic entity for the Carnation Corporation in Los Angeles by the promise of a significantly higher salary and greater flexibility over program decisions. Since moving to Stuart Foundations, Lobman had been looking for innovative school district initiatives to support. Upon hearing Payzant's presentation at an ECS workshop, Lobman approached the superintendent and the two talked for an hour about educational reform. At the end of the encounter, Lobman invited Payzant to submit a funding proposal for \$25,000 to the Stuart Foundations.

By the end of July, Filner and Ottinger had planned the one and one half day retreat. Filner confirmed the date for the retreat with the Commission members in a letter dated August 19, 1986. He told them that the retreat was to be held at the County Office of Education on August 22-23, 1986. The retreat would begin with an evening session from 6-9 p.m. on Friday evening, and the group would meet on Saturday

from 7:45 a.m. to 5 p.m. Crosby Milne would facilitate the sessions. Members were asked to respond as soon as possible.

On September 2, Dillon sent a letter to Payzant indicating she would have to resign from the Commission because of the hectic and unpredictable schedule of her business. Some members speculated that she was surprised at the notion that she would be expected to sell the Commission's report to the public. Although she had removed two of her children from public schools, she had expressed a strong interest in positively improving the public schools.

Filner sent letters to the San Diego Union and Tribune commending them for their coverage of public education issues, particularly those which related to goals of recent reform study reports. Meanwhile, Payzant was named to the planning group to establish the national teachers certification standards board which had been recommended in the report by the Carnegie Forum. He was the only superintendent named. The next regular Commission meeting was set for September 18. In the meantime, the August retreat presented the members of the Commission with a significant block of time to achieve the objective.

The Retreat Session

Crosby Milne facilitated the retreat session for the Commission on August 22 and 23. It was held in the board room of the San Diego County Office of Education, a large air-conditioned facility with conference tables and comfortable chairs. Parking was available in the near vicinity. Coffee and snacks were available throughout the sessions with a full catered lunch during the Saturday session. The atmosphere was generally informal and interactive, yet task oriented.

Twelve of the seventeen Commission members participated in the retreat along with Carriedo, Ottinger, Payzant, and Pendleton. These included Boyle, Brucker, Filner, Franklin, Freedman, Jacobs, Mardirosian, Miles, Ollman, Saltman, Tuan, and Viado. The retreat convened from 5:30 to 9 p.m. on Friday and from 7:45 a.m. to 5 p.m. on Saturday. Most participants stayed throughout the entire session.

The strategic planning model (Figure 1) used by Milne proceeded from a broad discussion of the beliefs and values held by retreat participants to specific objectives and activities that would comprise an action plan. Milne felt strongly that the motivations for one's actions lie in his/her beliefs and values. Therefore, it was important to start from this point in the discussion to determine things about which Commission members felt strongly enough to be moved to action.

In a brainstorming fashion, the discussion proceeded in chronological order through the topics of (a) existing conditions, (b) basic goals, (c) beliefs and values, (d) strategies, (e) guiding management concepts, (f) facilitating goals, (g) technology and laws, and (h) specific, attainable, measurable (SAM) objectives. Major points of each discussion were captured on butcher paper and posted around the room for later review and refinement. These initial thoughts expressed during the Friday session are shown in Appendix B.

The Saturday session convened at 7:45 a.m. with continental breakfast and a general discussion by all present of the brainstorming ideas presented during the Friday session starting with (a) beliefs and values, and (b) basic goals and strategies. These thoughts are shown in Appendix C.

This method of revisiting and refining the brainstorming thoughts was to become the format for distilling the planning areas. After the initial morning discussion, the larger group was divided into smaller working committees to focus further on (a) beliefs and values, (b) basic goals, and (c) strategies. Each group attempted to establish consensus positions about these topic areas from the thoughts presented to this point.

No attempt was made to achieve overall consensus of the full Commission at the retreat. Instead, specific working groups were assigned responsibility for drafting statements on each element for presentation at the next Commission meeting scheduled for September 18, 1986.

Each group was to meet and develop a draft statement regarding its assigned element (for example, beliefs-values) for presentation to the full Commission. Assigned groups were as follows:

<u>Beliefs-Values</u>	<u>Basic Goals</u>	<u>Strategies</u>	<u>Guiding Mgmt Concepts</u>
Bertha Pendleton*	Bob Filner*	Gail Boyle*	Ron Ottinger*
Ruben Carriedo	Gene Brucker	Hugh Friedman	Irwin Jacobs
Mary Franklin	Connie Viado	Arthur Ollman	
Paul Saltman			<u>Facilitating Goals</u>
Pham Tuan			Walter Miles*

*committee chair

The statements of these small groups are expressed in Appendix C.

The group process led by Milne received mixed reviews. Boyle, Miles, and Ottinger expressed an appreciation for his ability to get the group to focus on its common values and beliefs in order to develop

consensus on the recommendations. Brucker, who had been exposed to much group process, was not sure of how much of it was necessary. Saltman was skeptical initially but felt Milne was effective. Ollman felt the issues could have been approached much more directly without such a process.

The Second Quarter Period

The September 18 meeting was also held at the County Office of Education in the same room where the retreat was conducted. The purpose of the meeting was to receive reports from the small working groups and to report on foundation grants.

This was the largest attendance of Commission members so far although Boland, Brucker, Franklin, Jacobs, Mardirosian, Saltman, and Tuan were absent and Dillon had not yet been replaced.

Filner started the meeting with these comments. "Let me review where we are and where we might go. We had two meetings of the total Commission where we discussed ideas about the report. It became clear that we needed a mechanism and a longer period to get a common vocabulary and thinking. After the small groups, we decided on Crosby to help us. I think we accomplished that. Most were there. We assigned subcommittees to review statements. That's what we want to use as a basis for our work today and later."

He then mentioned that the Commission had received a \$25,000 grant from the Stuart Foundations and \$5,000 from Arco Foundation in Los Angeles. Both would require matching funds.

Discussion followed on the draft statements which had been further refined by the four small working groups. These were distributed. The

most active interchanges related to the statements on beliefs and values, goals and strategies. The discussion of the Commission members is captured on each topic area in these statements summarized from Ottinger's and Pendleton's notes.

Beliefs and Values

1. Believe that education is good. Education is the continual process of teaching and learning by which we are individually and collectively led from ignorance and fear to knowing and understanding. The belief that knowledge is good is the foundation upon which we build our commitment to education. To not believe this basic premise is to accept that ignorance is bliss, or that knowledge is potentially dangerous and only to be allocated to a selected few.

2. Believe a public education system is essential to the existence and advancement of our democratic society. America is a country built on the foundations of pluralism and self-government. We created our public education system because of our strong belief that a culturally diverse people must have a means of learning about the basic principles and history that bind us together and of acquiring the basic literacy skills necessary to effectively engage in the process of self-government. Our nation's public school system is the cornerstone for preparing succeeding generations of young people and new immigrants with the initial knowledge, skills, and experience to contribute to and participate in American society.

3. Believe that public education is essential for the maximization of the individual human potential. Each of us is endowed with a unique genetic potential. The fulfillment of our total human potential requires that we maximize both our physical and biological well-being and our emotional and intellectual capacity. Only by understanding science and utilizing that knowledge in its medical and technological applications can we optimize health and our quality of life. Only by being aware of our past and present, and being encouraged to embrace the challenge to express and share our personal creativity and sensitivity as we shape our future, can our sense of self and our relationship to others be maximized.

4. Believe that all are entitled to public education of the highest quality. What is it that schooling should do for all students? The key word is all, that is without regard for whether they plan to seek further education or make application of the knowledge in their daily lives. Since all are destined for equal citizenship status by constitutional right, they all have a right to look forward to reaching their full potential and earning a living doing the best work they are capable of performing.

The excellence movement so far has focused on students who are already succeeding in the system. If forecasts of the future are correct, more people must be educated to a higher level to sustain our democracy and quality of life.

The public school must provide the conditions for enabling all children to receive a quality education. This includes the

ideology of the school (beliefs, norms, expectations and feelings that characterize it), the school organization (including roles of teachers and principals and student grouping patterns), and instructional practices.

What the public school provides is the initial phase of the education process. This is the most important phase to prepare them for continued learning throughout life.

5. Believe that quality public education can only be (achieved) guaranteed through the cooperative responsibility of the student, family, school, and community. The Commission believes that students, families, schools, and communities share equal responsibility in the education process. Each of these individuals and institutions have a responsibility to fulfill and that quality public education can not be achieved without this mutual cooperation. The Commission believes strongly that the school is not solely responsible for the provision and achievement of quality education. The responsibility is shared with students, families, and communities.

6. Believe that the quality of public education must be continually examined and improved. The Commission believes that education in schools must be constantly examined and that this examination can result in improving the quality of education provided to students. Inherent in this belief is the notion that schools are dynamic institutions which must respond to constant change--societal and economic changes as well as change in the composition of its clientele. Moreover, it is the responsibility

of all those concerned with public education--students, families, community, and schools--to continually engage in the examination and improvement of public education.

Freedman. When I see education is good, it makes me want to laugh. There was a lot of discussion on this point at the subcommittee, but I can't assume everyone believes that statement.

Friedman. Let me take a step back in terms of purpose. I didn't understand we were drafting a formal statement.

Milne. People felt this was necessary to say even though it is simplistic.

Freedman. We might use a preamble format; this is not convincing. The structure and document must stand on its own.

Milne. The Commission member's actual words are important because they reflect the consensus of a broad cross section of the San Diego community.

Freedman. Other commissions start with danger, then move to response. Are we doing this? The report should then have power.

Carriedo. One of the motivating statements is what will you die for. "We believe education is worth dying for and living for" was the response.

Miles. I agree education is good per se because it helps to establish the value and worth of people. I think we should agree in principle but leave it to a small group to draft. We believe education is fundamental to growth and well being. Do we want to say democratic society or a republic?

Freedman. We believe education should be of the highest quality and we are responsible to provide it.

Carriedo. We had a World War III issue; one of the problems is that we've guaranteed a quality education. We need to say it's the family, school and student or else it's a no win situation.

Milne. Everything flows from beliefs. One I hold is that all young people have a right to public education.

Friedman. And those who seek that have an obligation to assume responsibility for taking advantage of the opportunity; the corollary to entitlement is that it is not just a right without a corresponding responsibility. All students must participate in their own education.

Freedman. They're entitled to a quality education. We're responsible to provide that education. Individuals with the advantage, can't pick, shove, deliver. Learning is a two way street. Youth have a responsibility to take advantage of the opportunity to become educated.

Miles. Education is a fundamental right. Equality of opportunity is meaningless unless the right to a quality education is guaranteed.

Friedman. I believe it is more than a right. In a free society it is a corollary to take responsibility.

Ollman. The community doesn't hold up its end, community members are responsible. If the individuals don't participate, are they responsible? Are they equivalents?

An interchange followed.

Freedman. Education is both a right and responsibility. If you had to choose, a right is a higher priority.

Ollman. What is the law? Students have to go to school. That's legal. They don't have to learn. If we can't move to get students to share this belief, the right does not mean very much.

Milne. Any other ideas? We want a subcommittee to try another draft.

Freedman. I've got another. Public education is for the public and should remain public and should be free from religious, political and sectarian intrusion and influence. (Freedman was just back from Ireland and spoke of the impact of his experiences.)

Carriedo. What about the future? Some people are saying if they have the opportunity to make it the best it can be, it will stand up over time. Should our beliefs say something about the future?

Freedman. We must continue those human values that are enduring. I believe that there are those we want to uphold.

Friedman. Our belief system should be planned for future, not reactive.

Following the discussion of beliefs and values, the members considered the topic of educational goals.

Basic Goals

1. To educate all students in an integrated setting to become responsible, literate, thinking, and contributing members of a global society. (This was the current San Diego City Schools mission statement.)

2. To provide an educational experience for each student which results in the ability of each student to function

successfully as a self-supporting and contribution member of our society.

3. To educate all students in an integrated setting in partnership with the community to become self-supporting, responsible, literate, and contributing members of our American and global societies.

Filner. The first thing that struck me about the draft document is that the school system must deal with three Rs. We must keep the reader focused. The public wants students to attain the basic skills to enable them to become self-supporting. The definition of public education has changed since colonial days. The enduring values are citizenship, preparation for work, and literacy.

Milne. The basic problem I have with the document is that it says that if we teach the basic three Rs, then other things will flow. There's a basic difference between educating students for the community and simply assisting students in attaining knowledge. I thought our goal was to look at how the community is changing so schools can respond to future demands. This sounds like the school board talking. I would stop reading at this point. Our recommendations should be related to context of the future.

Ollman. Perhaps we are oriented correctly, but we need to look well beyond the school district's mission statement. If we're defining the goal of education, we should be developing in all students the skills, understanding, and knowledge they need to develop their potential to live and work in the 21st century. If this Commission is seen as just one of Payzant's things, the public won't read our report.

Freedman. I think differently.

Ollman. We're looking for something so lucrative it will catch in the student's craw.

Friedman. I prefer words such as assist, foster, develop, or necessary to become self-supporting citizens.

Ollman. My sense is that in the future, a self-supporting notion will become archaic.

Miles. There is a conflict between the goal of becoming self-supporting and that of receiving a quality public education. Are self-supporting types the people we want in the future? Some of the best people I know are not self-supporting.

Freedman. There's no excellence, no higher aspirations in the draft. This society goes for the high notes; the low ones, straight arrows, are not heard.

Miles. The notion of self-supporting is alien to our political economic structure.

Milne. What do students feel?

Viado. It depends on the individual. For some people, the purpose of schooling is to get a job; for others, it's get more education. Students do tend to think that education is given on a platter.

Friedman. If we can't state it, how can we expect students to do it.

The subcommittee was asked to prepare a second draft which captured the ideas of this discussion.

The group referred the following goal statement back to the subcommittee for further work: "To educate all students in an

integrated setting in partnership with the community to develop their skills, knowledge, and individual potential in order to become self supporting, responsible, literate, and contributing members of our American and global societies."

Strategy

1. To rally the cross section of the San Diego community in support of public education by having them actively join forces around their common interest of responsible growth, economic defines the roles, responsibilities, and commitments of each participating element, both within and outside the public schools; and (b) define roles, requirements, and responsibilities of students, teachers, administrators and parents, business and government, colleges and universities, community institutions and organizations.

Freedman. This can't rally a cross section of the population. I suggest we say we want to rally the San Diego community in support of public education by encouraging all groups to join forces around their common interests. But is this all we want the system to provide?

Carriedo. Aren't we trying to say why there is a benefit to them? We have to play to the public's selfish interest.

Friedman. We need to employ more young people who can communicate.

Carriedo. We have to let them know this investment in education is a benefit.

Friedman. Our strategy has to get diverse segments of community to see that good public education is the people's interest. We have to get

the diverse segments of the population to realize that good and effective education enhances public security.

Ollman. What does that mean? More cops?

Friedman. More kids in school. Some say that we try to educate our young people and all the kids will do is grow long hair and drop out of school--that is a problem in public security. To establish tactics, we must have some tangibles that the public can understand. There are a lot of people who haven't connected education to themselves, some of whom may not have children in the schools. We have to help them understand that if we educate these kids, it will improve their quality of life.

Ollman. I prefer to talk about public harmony, prosperity, advancement of the culture in our report.

Davis. I don't see the community buying into the enhancement of culture.

Miles. We need to articulate to the public the threat to our continued prosperity. There is a climate of competition; we're competing in a global economy. The Japanese are taking our jobs.

Freedman I think you've got it. We haven't found the enemy. What are the threats to our goals? Then we can strategize.

This debate was to be an ongoing theme of tension among the Commission members. For Miles, Saxod, and Tuan, it was important that the conditions not be presented in a manner that would "point the finger to minority schools and stimulate our enemies to come out of the woodwork." Freedman and Saltman felt that by not spelling them out more specifically in the report, the impact of the report was diluted.

In a further effort to direct the work of the Commission, Filner selected about a half dozen Commission members to focus on a few select issues. They were to draft their thoughts on these topics by the October 30 meeting. Saltman was asked to work on teacher preparation, Ollman on the elements of community participation in the schools, Miles on recruitment and preparation of minority teachers, Friedman on how the California Commission report recommendations might apply to the district, Brucker on how a decentralized system (a la the Commons and Carnegie reports) might work in the district, and Boyle on the role of the teacher in the school and in the classroom in terms of decision making and collaboration. Freedman was asked to see how the beliefs, values, goals, and strategies might fit together for a written section of the report. Filner also asked if there was anything he could do to encourage a response for funds that had been made to the Copley Press.

The October 2nd meeting of the Commission was convened in Room 2249 of the district's Education Center. The room is located at the east end of the second floor and is about 200 square feet in area. Other offices in the area include the Board of Education, the superintendent, deputy superintendent, schools district's attorney, and related support to the executive section. Room 2249 is furnished with a large, heavy, rectangular table commonly used in board rooms and offices for board of director-type meetings. Twelve large, heavy, tweed-upholstered chairs provide seating at the table. The room accommodated approximately nine other chairs. Walls painted institutional green are adorned with large pictures of the WPA art collection. Windows extend across the east wall. It is air conditioned and a telephone sits on a table in the

northeastern corner. Another table with a lamp occupies the opposite corner. The floor is carpeted dark brown and the room which adjoins the wing to the Board of Education offices is generally sound proof. The Board of Education uses it to hold its weekly closed sessions prior to public board meetings.

Seven of the Commission members were in attendance including Boyle, Filner, Freedman, Miles, Ollman, Saltman, and Tuan. District staff included Carriedo, Ottinger, and Pendleton. The purpose of the meeting was to continue the refinement of the statements presented at the last meeting and to move to a discussion of the following guiding management concepts and facilitating goals.

Guiding Management Concepts

1. Establish mechanisms for nurturing the common areas and interests concerning education between students, teachers, staff and the community while recognizing the unique responsibility and accountability of each.
2. Set expectations, clearly state them, and provide incentives which reward the attainment of agreed levels of achievement from students, teachers, staff, and participating community members.
3. Develop and maintain strong community involvement with students, teachers, and staff--particularly at the school site.
4. Develop a system for feedback so that the education system can be optimized for the community.
5. Collaboration and broad participation rather than individual isolation and competition should govern all school

district activity, from decision making to learning.

6. Resources should be allocated to maximize onsite learning.

7. School district leadership should lead rather than follow and act rather than react.

8. The educational community should seek to be creative and inspirational without fear of risk or failure.

9. Provide learning arrangements and school site structures which consider the different needs of students.

Facilitating Goal(s)

What a person should see when looking at the schools and the school district:

1. A pluralistic school system which includes a racial, ethnic, and income-level cross section of students.

2. Active involvement, sense of excitement, and effective vehicles to ensure positive accountability in the learning process on the part of students, teachers, staff, parents, and community.

3. A process which produces annual plans with clear goals and measurable objectives for each the educational community.

4. Allocation of human, financial, and physical resources to maximize the learning potential of each student.

5. Environments conducive to learning.

6. Performance levels established and measured for students, teachers, and staff.

7. Learning arrangements and school site structures which consider the different needs of students.

8. Collaborative arrangements between appropriate local teaching universities and colleges and the school district to provide schools with the highly qualified teachers and administrators, and to provide them with ongoing professional development

9. Collaborative, participatory arrangements at school sites between teachers, administrators, and students for management of the learning process.

Saltman kicked off the discussion. "Are these the concepts we want to drive? If not, what?"

Freedman replied, "I don't think we've told the future anything. There is nothing special. These are axioms of where we are today; they are bland. I'm more interested in what we do as a result of them."

"Maybe we are going to talk about an education that holds over time," said Carriedo.

Freedman responded, "How about transferring basic human values?"

"What are they? I think they are here," says Saltman, referring to the contents of the draft statement on beliefs.

"I would say enduring human values," responded Freedman.

With more emotional involvement, Saltman countered, "What are they? Belief in God? Ten Commandments? Kamu?"

"Love, faith, trust . . .," answered Freedman.

"And the school is supposed to do this?" asked Saltman. "How do you put love in a curriculum? I think you put wonderful people in who model these things. You can't overtly teach these."

"Not teach, but expose," rejoined Freedman. "Education is not just

exercising the mind, it is also exposure to values like honesty, truth, etc. I think my kindergarten daughter is getting this kind of education. I think schools are involved with these values and you can't ignore them in the 21st century."

"Do these values transcend cultures?" inquired Carriedo. "I think so."

Ollman asked if we could insert something like that. However, he said, "it's boiler plate. Paul (Saltman), could you put this in?"

Saltman retorted, "I think Jonathan (Freedman) should."

"It's difficult," replied Freedman. "The concept isn't so difficult to express; it's the application. Education is the battle between civilization and barbarianism."

"Would you say that about Nazi Germany?" countered Saltman.

The discussion became more philosophical. Filner urged Freedman to draft something regarding values and character. He was anxious to move on to another section of the draft document.

Filner moved the group to a discussion of the "Guiding Management Concepts" document. "This is the area where we want to describe the school system in the future. Once we have this, we have something."

"I'm going to take a couple points from the document to see if they meet that criteria. This is: 'Basic conceptual guidance for helping people understand what they have to do.' Facilitating goals is a test of this," Filner said, "In every aspect of decision making, collaboration and participation should be a guiding principle. How will we recognize it? We want to get a sense of concepts linked to

facilitating goals. This is the meat of what we're trying to accomplish."

An interchange occurred between Saltman and Milne. "Where do we want these concepts to land", asked Saltman. "With the superintendent? If so, we should start with the leadership. We must have a strong leader."

Milne indicated that a guiding management concept is giving direction, not getting into detail. "Simple, basic, straight, fundamental statements. They set the tone for action. How the system will run. These concepts are for the board and the superintendent. Maybe they are for the broader community."

"Are we just describing what will happen in schools or in other segments of the community?" asked Ollman.

Milne indicated that we may need to do two parts. To which Ollman countered, "We're doing both, Crosby. The school system is just one of the partners."

Saltman joined in, "I have a problem with the direction. School is a part of the total community, but the task before us is what the school can do."

To which Ollman replied: "It's difficult to describe partnership if we can't see it. Assume that our problem, not anyone else's, is to address the idea of a full partnership."

Freedman inquired: "How do we incorporate this as a management concept? How operationally do we deal with this?"

"In a cooperative rather than an adversarial relationship," replied Miles.

Ollman said, "If we really believe in and want democracy and collaboration, then teachers would have a bigger role in the curriculum. I think that's what is revolutionary about this concept."

"I think I would say 'run the highest quality program and be accountable'," said Carriedo.

Ollman thought that "we would go beyond this. How about saying that all television programs should be off between 6 and 9 p.m. Things are drastic, we must pry open the community and give ownership."

Filner inquired of Ollman, "How do you manage this? What would you want to see that would demonstrate what you are talking about?"

A comment was made that the school district should experiment and take risks to involve the community in the learning process at each school site. The report should deal with some of these interesting and innovative ideas.

The meeting ended without the group coming to any consensus concerning the management concepts.

Ollman told Pendleton after the meeting of a conversation he had with Payzant the first week they met. "I said you have not only all the facilities you think you have under your control, but you have millions and millions of dollars worth of museums and study collections. If you're going to teach a fifth grade class in world cultures or whatever they're going to call it, take them to the Museum of Man. In their basement you could pull out a drawer of Sioux Indian peace pipes from the 1820s. And in the next drawer there are baskets made of humming birds or fabrics made from ancient Mayan civilizations. Amazing stuff! Not slides, not a book. You can touch that stuff. It's three thousand

years old . . . and I guarantee you a couple of these kids are going to be deeply impressed."

A small working group including Filner, Franklin, Freedman, Saltman, Saxod, Tuan, and Viado from the Commission, Carriedo and Ottinger from district staff, and Milne, the facilitator, met on October 9 to continue discussion of the guiding management concepts. The discussion focused on the perceptions of students of the guidance they receive from teachers, counselors, and principals about the purpose of their education. At the end of the meeting, the group decided that Filner and Ottinger would organize a series of small meetings of two to three Commission members to interview a representative group of 10 - 15 people from various constituencies (students, teachers, principals, counselors, central administrators). The purpose of the meetings was to receive input from a range of people representing various programs, geographic areas, and school sites. The Commission wanted to find out the current perception of each constituency on how the district expected the Commission to carry out its role.

In planning for these sessions, Filner and Ottinger considered (a) the content of questions to be asked, (b) whether a standard set of questions or open ended discussion would be used, (c) selection of samples for the interviews, (d) involvement of key groups such as the Administrators Association, San Diego Teachers Association, Superintendent's Cabinet, and (e) the process for conducting the interviews. Several persons were consulted for their views and ideas including Brucker, Carriedo, Pendleton, and Robert Stein, the coordinator of the Voluntary Ethnic Enrollment Program. Because of time

constraints, these sessions did not occur.

In October, Herb Fredman, San Diego Tribune writer, did an article on what a compact could do for the school district (San Diego Tribune, October 10, 1986). Filner had previously mentioned to the committee the potential of developing a school-business collaboration such as the Boston Compact. Boston's success was seen as something San Diego might want to emulate.

The next full meeting of the commission was held on October 30 in the board room of the County Office of Education, the same location of the August retreat. The Commission met to begin considering the recommendations of the Carnegie report. Another meeting would be scheduled for review of the California Commission report.

Concerning the Carnegie report, the discussion focused on the major components of decentralization. The chairman sought to determine areas of agreement by Commission members with recommendations of the report in this area. Commission members generally agreed that the school board and superintendent should negotiate a yearly covenant of clearly defined goals with the leadership team of each school, including teachers and administrators. Commission members agreed with recommendations that

- ° Achievement should be measured by more than standardized tests. The district should use other yardsticks such as rates of attendance and measures of higher order cognitive processes.

- ° The school site leadership team should control a portion of the school budget within constraints, clear goals, and effective accountability system set up by the district.

- ° The school leadership team should make decisions on materials,

instructional methods, staffing structure, organization of the school day, and assignment of students.

° Federal and state governments as well as school boards and superintendents should reduce the number of rules and laws which constrain school-based decision making.

° The school board and superintendent should intervene in schools with poor performance levels to provide assistance.

Commission members could not reach agreement on the recommendations which stated that standards be established on the level of goals to be achieved and rewards be given to schools and/or individuals for the attainment of established goals.

The October 30th meeting was one of the better attended meetings with 11 (65%) of the Commission members present: Boyle, Brucker, Davis, Filner, Freedman, Miles, Ollman, Saltman, Saxod, Tuan, and Viado. Boland requested Chaplain Ben Mack sit in as his representative. Carriedo, Milne, and Ottinger were also present.

Several members suggested talking to experts in the Los Angeles school system and in the Tijuana school system to better understand how those systems are confronting the challenges of rapid growth and teaching diverse student populations. It was also suggested that Commission members talk with students who were predicted to be unsuccessful but who then succeeded in school to find out what role the schools played in their development. Someone suggested the military might be the most successful institution in preparing at risk youth for productive careers and lives.

The next Commission meeting was held on November 13 in Room 2249 of

the Education Center. Hugh Friedman, who had served as vice chair of the California Commission on the Teaching Profession, led a discussion of the major recommendations of its report, Who Will Teach Our Children. Seven Commission members attended with Captain William Mack attending for Boland. Members in attendance were Brucker, Boyle, Filner, Friedman, Mardirosian, Ollman, and Viado. Commission members present generally agreed with the concepts of these proposals. The recommendations dealing with schools called for (a) a redesign of the tenure system, (b) a teaching certification standards board, (c) a stronger mentor program, (d) a career ladder for promoting professional growth, (e) a reduction of class size, (f) a restructuring of the management of schools, (g) making teacher salaries more competitive, and (h) vigorous recruitment of minority teachers.

By now, some tentative agreements were being reached regarding the report outline and what it should include. Ottinger drafted a "Rough Draft of Report Outline" on November 19. He stated that the report should be written in simple language, that it should be short in length and in the number of recommendations so the document could be read in 15-30 minutes, and that it should be interesting to read in its content and format. Ottinger listed the following areas to be covered by the report.

- ° Introduction

- Why the Commission was established and its composition

- Charge/Mission

- ° Beliefs - Values

- ° Basic Goal

- ° Conditions
 - Current trends
 - Year 2000
 - Conditions in the school system and in the community
 - The threats to public education and the threats to the community
 - Constituencies: self-interests in supporting the public schools
 - ° Strategy
 - ° Guiding Concepts
 - Would include the major recommendations from Carnegie and Commons that we agree should be cited
 - ° Basic Recommendations
 - Outside: Compact to support education
 - Inside: Process for restructuring
 - ° Vision/Characteristics of the year 2000 San Diego public school system
 - Include any current examples within the system that point to the future
 - Scenario
 - ° Specific, Attainable, Measurable objectives
 - Steps to get started
 - Discussion of report at all school sites, the education center, and community forums
 - Monitoring of progress in implementing recommendations
- Viado submitted a paper dated November 19, 1986, to all the

Commission members in which she indicated the challenge for educators was "to motivate students to want to learn." She called for (a) clear goals, (b) high standards, (c) a partnership between students and teachers, (d) a positive learning environment, (e) more interdisciplinary approaches, (f) mastery of a second language, (g) priority allocation of resources to those most in need, and (h) an important role for parents. Unless students could feel a definite purpose for education, she did not feel they would ever be interested.

Even though all Commission members received Viado's paper, there was little discussion of it at the meeting as a follow up. Viado appeared disappointed about the response to her paper. She wanted to talk to someone about her ideas and decided to meet with Pendleton the following week to exchange viewpoints on her paper.

Fund raising efforts for the Commission's work continued. Letters were sent to 32 foundations and corporations. Filner, Jehl (district coordinator of business partnerships), and Ottinger each took assignments for follow-up. They met with Payzant to plan the Commission's role in developing a compact similar to the Boston model. Ottinger was completing the draft of the introductory portion to the Commission report, and public hearings with various constituencies were being scheduled.

The Third Quarter Period

The December 4, 1986, meeting was held in Room 2249 of the Education Center. Boyle, Davis, Filner, Freedman, Mack for Boland, Mardirosian, Saltman, Tuan, and Viado were present from the Commission, and Carriedo, Ottinger, and Pendleton from the staff. Members discussed

the section on conditions of the report outline which Ottinger had drafted. Ottinger, in discussion, challenged some of the notions of the Carnegie report in terms of the impetus for higher level skills and the jobs available. He felt the demographics did not support these conclusions. What outside threat will drive San Diego? Living in a global economy? Students will be in direct competition with people here and around the world.

Jonathan Freedman cited the border location as an impetus for students to master a second language. "Bilingual education is needed from kindergarten on. Why can't we get it?" Mardirosian remarked that Spanish is not a high status language. "We attribute to bilingual, a less than quality, when in fact we could say this child has a beautiful language that is already under his belt, now we are going to teach him another beautiful language and this child will be twice as beautiful."

In talking to Jacobs after the Commission concluded its work, he expressed a different view regarding the language situation. While he thought languages were important, it was difficult to get the immersion one needs in the public schools. Students would need opportunities outside school including widespread travel to really become very fluent. This was much easier in Europe where you are always exposed to people of different languages.

Saltman commented: "Interesting! Do you get educated to be competitive or for its intrinsic and existential value? The answer is both. How do you develop an environment where this develops? The key is the teacher as the core model. Church and home are gone. Teachers may be all that's left. What drives our value system?"

Freedman mused, "In an increasingly mechanistic and materialistic society, how do we transmit the values of individuality?"

"The challenge," said Carriedo, "is how to teach people to juggle all the values put before them."

Saltman, "There's a lack of common core values in America."

Mack responded, "That's a product of pluralism."

Mardirosian retorted: "We go back and forth. We must accept these things are changing and not fixed. According to Esquire magazine, the average high school student in Japan has learned more than the average American college graduate. There is a minimum threshold to survive in society. Structural changes in the economy are outmoding education."

Ottinger summed it up by saying, "Its neither, either/or. From a society point of view, people need greater skills." He then inquired: "What do we tell the public is the reason we need to change?"

"We must be able to demonstrate a void in functional literacy," said Mack.

Carriedo added, "Some people feel we need a Marshall Plan for education."

Davis expressed support for an emphasis on writing. "My teachers required me to write an essay a day. Writing and putting words one after the other is important for thinking, arguing a point of view and building confidence."

"Does it have to be writing" said Mack?

Saltman remarked: "Teachers should have freedom in determining how to teach. Not all teachers should be treated the same. School should be a better place for teachers to fulfill themselves."

Mardirosian countered, "We can't talk about frosting for middle class kids when 50% of the kids are poor."

"I disagree" said Davis. "This is universal."

Mardirosian said the findings of a Rand study showed that when teachers talk to each other, things improve. "Why don't we provide this in our system," he asked? A feeling of excitement and vision permeated the discussion as several members jumped in with thoughts and ideas about what we might do with regard to truancy, reward systems, and restructuring schools in several pilot projects.

Pendleton commented on a recent trip she had made to Edmonton, Canada to see the school based decision-making model used in that school system. She felt we could begin to implement portions of the decentralization model in our district with proper preparation.

At the end of the meeting, Filner told the Commission members that he had been to see Terry Churchill to request funding from Pacific Bell. Churchill was the new area vice president and had been in his new job for only a short time. He agreed to provide some financial support on two conditions: (1) that the Commission address the need for technology which he gathered was not part of its emphasis, and (2) that he be appointed to the Commission.

Filner proposed to the Commission that Churchill be invited as a new member of the Commission and that he and Ollman co-chair a task force on technology. The Commission agreed and his name was recommended to Payzant. To this special technology task force, Filner named Boland, Jacobs, and Ollman.

Plans for a forum with students about the Commission's work were developed. The idea was to meet with a cross section of students possibly from all high schools. Students would be asked to respond to questions centered around proposed Commission recommendations to determine their level of support.

In a letter to Payzant in mid December, Filner proposed a series of Commission public meetings to provide opportunity for the public to comment on the proposed recommendations and to build general support. He proposed at least one session in each school board district beginning in late February, leading up to the release of the report in June. Advance mailings would go out to an extensive list of parents and students as well as to local organizations. Payzant asked Filner to delay any public hearings on the Commission's work until after the Long-Range Facilities Master Plan was approved by the Board of Education. The master plan was controversial and Payzant did not want to divert attention from this important item. Filner acceded to Payzant's request.

The new year opened with Filner sending a memorandum to Commission members indicating he was looking forward to a productive five months, with the report to be published in June. He also announced that Terry Churchill was a new Commission member. The next meeting was scheduled for January 22. A memorandum was sent to Ann Morey, dean of the College of Education at San Diego State University, expressing the interest of the Commission in working with her regarding recommendations for teacher preparation and for the teacher training institute at Crawford High School which had just been funded. Finally, he sent a

letter to Maureen O'Connor, mayor of the City of San Diego, requesting her participation in the development of a San Diego Compact to support public schools.

By now a specific proposal for restructuring schools had been drafted by Ottinger and it was mailed to the members to review for the next meeting. Restructuring would provide a more decentralized format allowing for increased decision making at the school level. This had been a major component of the Carnegie report.

The Brandeis University National Women's Committee conducted a three-session symposium titled, Education for the 21st Century, which also was to focus on changes that will be needed in our educational system. Filner and Payzant were invited to be presenters at the symposium which was scheduled for April 9, 1987.

The subcommittee on teacher education scheduled a meeting for February 19 at the University of California at San Diego. Saltman had been asked to chair the meeting, and several professors involved in teacher education and general education from the San Diego institutions of higher education were invited to attend. These included Donald Hunsaker, Edward Silver, and Thomas Nagel of San Diego State University, Philip Fitch from Pt. Loma Nazarene College, Charles Cooper, Hugh Mehan, and Randolph Souviney of UCSD, and Dean Nafziger from the school district. This working session was to focus on how the major recommendations of Carnegie, Holmes and California Commission reports might be applied to San Diego.

Filner and Davis joined together in authoring a commentary on a San Diego Compact as one of the Commission's recommended plans for the

future. It was sent to Edward Fike, San Diego Union editor, and was featured in that newspaper on January 27, 1987.

On January 23, 1987, a special hearing was held on the educational future of Hispanic students. In addition to parents, key community members were invited including representatives from The Chicano Federation, Mexican American Advisory Committee, Barrio Station, San Diego Organizing Project and the principal of Sherman Elementary School. Commission members who attended were Filner, Mardirosian, Saxod and the staff liaison, Ottinger. The focus of the meeting was to hear from community members on how schools should be restructured to better meet their current and future needs. Representatives were quite vocal about their concerns: (a) that there were lower expectations for Hispanic students; (b) that reforming teacher preparation was critical to change teacher attitudes toward Hispanic children; and (c) that if the current conditions were not changed, there would be two classes of citizens in San Diego, the highly trained and those with inadequate training.

Speakers thought that bridges needed to be built between the schools and the community. In particular, several speakers felt that business, corporate, and professional leaders needed to be more personally involved in the education of Hispanic students.

Recommendations were made to (a) begin in preschool and K-3 with an experiential approach to learning, (b) provide a way out for teachers who are not committed and who are ineffective in the classroom, (c) provide smaller schools and class sizes, and (d) secure a higher representation of teachers and administrators to serve as role models and as advocates for Hispanic children.

A major discussion focused on the need to organize parents. Mardirosian said it has been demonstrated that when parents are physically present in the schools, the achievement levels of the children go up. He felt principals who deal with Hispanic children and parents should be convened to develop ways to better involve parents. Many factors were cited which made organizing parents so difficult. A parent education program was seen as a way to address these issues. Mardirosian proposed the establishment of a parent institute (Appendix D). Mardirosian later indicated to me that he intended to use the report as a base for mobilizing more of the community in the interest of schools.

The Commission met again on January 22. It was a very spirited session with thirteen of the members present. In attendance were Boyle, Brucker, Churchill, Filner, Franklin, Friedman, Miles, Mardirosian, Ollman, Tuan, Saltman, and Viado. Mack attended for Boland. Because it was Terry Churchill's first meeting, Filner took time to introduce the Commission members. Ottinger and Pendleton were also in attendance. Filner briefed the group on the workshops that were coming up and the progress toward establishing a compact. There was some anticipation of more financial support, he told the members.

A review of the draft on a restructuring recommendation prepared by Ottinger ensued (see Appendix E). Filner had asked Ottinger to draft this recommendation to determine if the Commission was close to consensus on what it wanted to say about restructuring schools and the system. Miles was the first to speak voicing opposition to the first paragraph which he felt did not "frame the issue properly." His view

was that the reasons why schools needed to be restructured were presented too negatively and tended to point accusing fingers. The posture of the proposal needed "to draw in the majority constituency which is concerned about fairness. If that constituency perceives restructuring as a way for some groups to get preferential treatment, the broader community won't buy the recommendation." Brucker agreed, as did Saltman who felt that the "first paragraph in the document should be a preamble to public education and then focus on San Diego in positive way." He assessed the Carnegie study as three on a scale of ten. Ollman agreed we needed a "sell posture." Brucker felt the second paragraph set the tone we wanted.

Expressing himself forcefully, Saltman said: "This paragraph doesn't say anything about education. It is not a proper introduction. This could be for anything."

A bit disturbed, Freedman felt that we must point out why we need to improve our schools. He was unhappy that all of the negative language which characterized the condition of schools was being excised. "There is room for improvement," he said, "and given the importance of education, our schools are not geared to achieve."

"This is not the introduction to the report," said Filner, attempting to clear up confusion about the purpose of the document.

Mardirosian continued, "I think we're talking about saleability. I think that's fine but I'm concerned about substance. Then worry about salesmanship."

Terry Churchill, who had been listening attentively, spoke for the first time. "What's needed in schools that restructuring can fix? This

introduction deals with overall problems of schools. Schools need to be more productive; teachers are not motivated. We're not turning out enough and they're not good enough."

Ollman added, "We must spell things out clearly in terms of what we mean."

Carriedo cautioned the group to be careful not to lose people we want to work with us--the school people who are going to make change happen.

Moving to another area, Churchill commented that the health care analogy was not a good model because the health care profession was having some of the same problems as the education profession. This reference was to the teaching hospital model featured in the Carnegie report.

Carriedo said he would argue that restructuring was needed for those students who are not making it now.

Saltman recounted, "I think this task force is saying this for all kids and those who are currently alienated will have a better chance to make it."

"I agree," enjoined Brucker, "but all we're recommending is a pilot. I think this section can be much better. There are some things I can't support. I've read all about this decision making in the private sector, quality circles and so forth. I have to tell you, I don't see it."

Churchill responded, "You can't get a system to operate this way until you change the culture and environment and encourage the behavior you want." He went on to discuss a concept used in business called

matrix management.

Friedman, in speaking of the California Commission report, replied, "I'm not sure anyone felt this model would work entirely, but this comes close. It must be experimental, a pilot. The risks are greater."

Churchill raised the question, "Can the district live with the political problem of the possibility of not having uniform programs and outcomes?" He was interested in site based decision making and saw computer technology as an important vehicle to assist.

Mardirosian joined in: "I think we set out to improve education by giving respect to teachers for educating our kids. We must find a way of doing that within the constraints we have. Unless we have good teachers, we won't have good schools. We must strengthen the arm of the teacher and evolve to a system that places maximum autonomy at the site, has accountability for standards, and reduces bureaucracy. The evolution of these things changes the culture as you go along."

Filner tried to summarize. "Let me try to get a consensus. We want a positive tone. We need to say the needs of the 21st century require us to do better. Restructuring is one way to attend to these problems."

Saltman added, "We must bring students into ownership. They must be more engaged. Then the role of the Education Center must shift from a directive center to being a master strategist. To schools, the superintendent would say, 'Here's our goal. You can develop tactical plans. We'll monitor progress, provide support and help.'"

Carriedo, trying to get the Commission to view all sides, countered, "The reason larger districts centralize is to get the

benefits of efficiency. And I'm not putting this up as a stumbling block, we need to address that issue."

A quick retort came from Boyle, "The system must also meet my needs and be effective as well as efficient. A centralized system communicates the message, we think the central office staff knows better than you at the school sites how students should be educated and schools managed."

Somewhat irritated, Mardirosian responded, "That thinking bothers me. We must respond to the different communities in a humane and responsive way. We are not doing some things right. We need to give power to those who teach our children."

Churchill answered, "You don't want to overturn this system overnight, that's why we need a pilot. We should move on segments of the decision making process; over time this reform could evolve into a better system. What elements could we tackle first? teachers? staff organization? organization of the school day? We must tailor so that students are motivated to be engaged. We've had years of throwing money at the problem. We're looking for a new partnership with teachers, students, and the community." Churchill spoke in a confident manner and had a way of being able to summarize the Commission's thoughts and ideas concisely.

Brucker remarked that this had been a fairly productive session and the meeting adjourned.

A special workshop was conducted on January 29, 1988. It featured Jack Hill as presenter. Hill was the head of the Teacher Education Computer Center at the San Diego County Office of Education and a

respected expert on school improvement, change, and futures planning. His presentation was impressive, prompting Freedman to say he would be interested in doing an editorial which incorporated the major points of his presentation.

Part of Hill's presentation dealt with the principal as instructional leader. He discussed the effective schools research, relating it to programs that were being conducted in the district, the Schenley staff development model in Pittsburgh, and other examples of school reform.

Mardirosian expressed his interest in knowing how each teacher is doing with respect to student achievement. "Why can't we see these data?" Some principals did not appear to be sharing test data on student achievement with parents. Saxod also talked about the lack of achievement among Hispanic students. A newspaper article which had just been published focused on the low grade point averages of minority students, particularly Blacks and Hispanics.

Freedman made good his pledge to do an editorial on public education; focusing again on the compact idea as a way for the business community to demonstrate its commitment to public education. Filner mailed invitations to potential members of the technology task force including business and school district representatives. Churchill was asked to chair the task force, an invitation he accepted enthusiastically.

The workshop on teacher preparation was confirmed for February 19, 1987, at the University of California at San Diego. Its agenda would examine (a) the current recruitment of majority and minority teachers,

(b) how teachers were being prepared, and (c) the relationship of teachers in K-12 schools. The major issues were what should change and what should remain the same.

A plan for student input to the Commission called for ASB presidents to survey a cross section of students at their schools. These findings would be summarized and presented to the Commission. The survey would concentrate on the role of school success in motivating students and the impact of school organization on students' motivation to learn. Each ASB president would interview ten students using a standard interview form and set of questions.

Filner continued his efforts to get the word out about the Commission and its work. Mailings were sent to over 125 top managers of businesses and community organizations encouraging their support of a San Diego compact. Filner also made a presentation to the Greater San Diego Chamber of Commerce. On February 19, 1987, the National Alliance of Business announced that San Diego was one of seven cities selected to receive support for establishing a Boston type compact agreement. The master agreement was signed by several top officials including Maureen O'Connor, mayor of San Diego; Thomas Payzant; Thomas Day, president of San Diego State University; Gordon C. Luce, CEO of Great American First Savings; Lee Grissom, president of the San Diego Chamber of Commerce; Admiral Bruce Boland, commander of the Eleventh Naval District, San Diego; and John Hanson, chair of the Private Industry Council (Grant to help school business compact, 1987).

Ottinger and Filner drafted a proposal regarding the elements that might be included in a San Diego Compact. The draft (Appendix F)

outlined what part each member of the partnership might pledge to provide. For example, the business and university community might provide scholarships to colleges in return for a larger number of qualified students from all racial and ethnic backgrounds entering the colleges.

The task force on technology convened its first meeting on February 25, 1987. Membership on the task force had been expanded at Churchill's request to include Glen Estell, the branch manager of IBM, Jack Hill from the County Office of Education, Ken Petersen, coordinator of the district's technology programs, and Sharon Terrill, chair of the Greater San Diego Chamber of Commerce's Education Committee. Ottinger served as staff liaison to the task force. It took off with lots of energy. A decision was made to develop a paper on technology that would be a stand alone document as part of the Schools of the Future Commission report. The group brainstormed an outline of the issues that should be explored, the direction in which schools should move for the future, and how technology would make a difference. These ideas were refined into five areas and each person was asked to fill in three or four ideas related to each for the next meeting.

Communications went from Filner out to various representatives of the media and other groups informing them of the Commission's work and offering to appear on television, radio programs, or other special programs.

The Fourth Quarter Period

At the March 2nd meeting which was held in Room 2249 in the Education Center, Saltman reported on the teacher preparation workshop. He introduced the idea of a "teacher corps" or "ROTC like" fellowship program in which scholarship funds would pay for a student to attend college in return for the student agreeing to contribute a certain number of years back to the school district. This might attract top students in different academic majors, particularly top minority students, to teaching.

Viado reported on plans for surveying the representative sample of students. Commission members requested that the students be asked about which areas of the school they might take responsibility for making decisions.

Reports were also given on the progress of the technology task force and the development of the compact.

A question was raised about how the Commission recommendations would be funded. The district had just gone through a long and arduous budget reduction process in which over 10 million dollars was reduced from the 1987-88 budget because of anticipated income shortfalls. Given this kind of crisis, the Commission wondered about long term funding for public education. The members felt that a more decentralized educational organization should have more locally based funding. Ottinger was asked to research several questions in this area.

Because of the pace of the work and the fact that closure had not been reached on any recommendations, some wondered if the time table for releasing the report needed to be changed. General consensus was that

the Commission should stay on course with a May or June release as planned. However, there was a strong feeling that the discussions with teachers, principals, and district administrators needed to begin as soon as possible so their recommendations could be considered.

A first draft of the main portion of the final report was sent to Commission members on March 23, 1988, for their comment at the March 26th meeting. It focused on the rationale for change, basic beliefs and goals, implications for San Diego, the expanded role of technology, restructuring, and the development of a compact.

Freedman prepared a preamble which he proposed as part of the introduction section. The technology task force issued the first draft of its report.

The March 26th meeting was held in room 103, Annex 1 at the Education Center. Annex 1 is part of the complex that served as the old Normal School in the 1930s. A pre-Field Act (not meeting earthquake standards) structure, it houses offices for several departments of the Business Services and Personnel Services divisions. Room 103 adjoins the Employee Relations office. It is a long, narrow room with a long table and about 20 chairs. One set of windows is positioned at the east end. An assortment of straw mats and fans provide decorations for the otherwise drab walls. It projects a cramped feeling.

This meeting was attended by Boland, Brucker, Davis, Freedman, Friedman, Hill, Miles, Saltman, Saxod, Terrell for Churchill, and Viado. Ottinger and Pendleton attended from the staff.

Filner opened the meeting by calling for reports of various subcommittees. Viado reported on the survey administered by ASB

presidents. It appeared that the sample had not been representative but concentrated on gifted students. Saltman questioned if students were interested in being involved. "Was there an ownership for learning?" Sharon Terrell, who attended for Churchill, reported that the technology task force had conducted two meetings and expected to release its first draft the following day. Ottinger reported back on information regarding school funding. Discussions on these matters followed.

Getting the group back on task, Terrell commented, "We must have a mechanism for deciding consensus on the document." Freedman suggested that some group do the wordsmithing and editing so the report would be understandable to students, parents, and some academicians. Added Freedman: "Just emphasize what we want and don't want, make it simple and straightforward."

Brucker asked if the group had agreed on an audience for the report because that would determine the language. Boland, expressing a concern, said: "There is a large group of people who will read this and go into private schools. We need to be careful about the spiritual and moral aspect."

The discussion returned to the controversy surrounding how deficits were described to present a picture of need and whether the introduction should stay in. Miles said it was a "parade of horror stories" and should be changed. Others, including Freedman, argued that it must be there to demonstrate the challenge. Saxod objected: "It makes one feel that because there will be more minorities and problems, the schools will fail." Terrell suggested the addition of other salient facts so the ethnic focus doesn't drive the conclusion. Freedman suggested

adding a discussion of funding, Proposition 13, and state control under the Gann initiative.

Saltman replied, "We can't move away from the fundamental part of the paragraph, population change. The history of America is one of dealing with new immigrants."

Brucker attempted to summarize and bring closure to the discussion. He suggested integrating the information to include the emphasis on the dramatic changes as well as other factors. Agreement was reached on that approach.

Questions and comments were tossed out such as "Have our restructuring solutions focused on the problems?" "What can schools do for older people?" "Taxpayers can't drop out anymore than students can drop out. They will inherit the same problem." "We must have a constituency for schools."

Jack Hill, who attended this meeting, said, "Can we separate winners from losers in the future? Schools must be human resource developers." Freedman repeated, "We can't afford to have the public drop out of the public schools." Davis inquired, "What do you say to get people to buy in after we present them with these statistics?"

The meeting started to wrap up. Filner said the meeting on April 9 would concentrate on restructuring. Saltman announced that he would be leaving San Diego for a joint appointment at the Hebrew University and wouldn't be back until July. Everyone wished him well and expressed regret that he wouldn't be around for the rest of the Commission's work. He suggested a brief eight to ten page report with cross references. He felt "the issues must be put upfront."

Churchill issued the first draft of the report on technology. The task force recommendations in the drafts included (a) integrating technology into pilot experiments for restructuring schools, (b) having the school board and superintendent adopt a policy which acknowledges the importance of technology to the future of the school's mission, (c) redoing the teacher preparation and administrator training to integrate technology into the curricula, and (d) combining the efforts of the San Diego City School District, San Diego County Office of Education, San Diego universities, businesses and Navy to form a joint venture for educational technology research and development.

Because of the pressing timeline to complete the report, Filner called for a special meeting on April 9. This was to be in addition to the regular meeting of the Commission scheduled for April 30.

The meeting on April 9, 1987, was very task oriented and focused entirely on the draft of the final report.

The discussion began on a section of the draft report which indicated that the institutions of the family and church had broken down, leaving the schools and television to teach discipline and moral values. Commission members were frustrated about which set of values to emphasize. They suggested that schools reflect the lack of consensus that is in our pluralistic society.

Teachers and the public may be working at discipline differently, they thought. Further, said Boyle, "Teachers receive little preparation for dealing with an increasingly pluralistic society." Discussion on the empowerment of teachers continued. Churchill commented that we should try to develop the kind of culture that exists among Nordstrom's

employees.

The group finished the initial review of the entire draft. Brucker suggested that the group now go through it again to determine whether the issues raised are in fact addressed. Freedman had developed a statement comparing education today versus education for the future for a possible report section. Everyone was asked to review Freedman's idea to write down ten ideas which best described his/her vision of the future, and respond to Ottinger.

On April 9, 1987, Filner made his presentation at the Brandeis University symposium on "A City Prepared: Shaping San Diego's Public Schools for the Twenty-first Century." He emphasized many of the ideas that the Commission had now developed: (a) San Diego's position as a gateway to the Pacific Rim and Latin America, (b) the notion that the public could not afford to drop out of its public schools, (c) the need to prepare our children for the world they will inherit, and (d) the necessity for dealing with the dramatic changes of the 21st century. A copy of his paper was sent to the Commission members.

The technology task force submitted its final report on April 27, 1987 (Appendix G). Its four recommendations included a focus on (a) a district policy on technology, (b) the joint venture of the district, Navy, County Office of Education, businesses, and local universities to promote technology research, (c) the integration of technology into the pilot schools, and (d) the expansion of teacher and administrator preparation to include training in the uses of technology.

A second draft of the final report was issued in preparation for the full Commission meeting on April 30, 1987. Anxiety was building for

meeting the deadline for completing the report. The second draft included three recommendations: (a) to initiate pilot schools of the future for experimenting with new approaches, (b) to initiate a compact between the community and the schools, and (c) to embrace technology as a vital tool to enhance education.

The April 30 meeting was attended by nine members of the Commission including Boyle, Brucker, Churchill, Davis, Filner, Freedman, Miles, Ollman, and Viado. Ottinger, Pendleton, and Carriedo also attended. Churchill discussed the technology report and its recommendations which were generally supported. Brucker commented that there was a need for adequate and consistent funding for schools to do the things the Commission was recommending. Freedman made a similar comment. Everyone agreed this was a section that needed to be addressed.

Churchill advised that the use of technology must result in increased productivity. For example, if computers could be used for diagnostic testing, technology would streamline the testing operation and make resources available for some other things.

Freedman expressed a concern about heavy reliance on technology, the loss of touch with human values. Brucker responded that schools should implement technology measures only if they can lead to increased productivity and can be cost effective. Churchill retorted that this principle should stand for all the recommendations in the whole report.

Ollman, expressing some frustration about this way of thinking, responded, "Why do dollars have to be the bottom line? Why couldn't we establish a climate that business and the community must pay a

business tax for education? Look at it as an investment in children. The bottom line is not dollars but the quality of life."

"Is shock value a better way to make a point," added Churchill, "or should we propose a recommendation that deals with funding--not in a wasteful way--but to say additional funds are needed to transfer the schools of today into the schools of tomorrow?" Filner countered, "Why is saying we need money any less a cop out than not mentioning it?" Churchill made an attempt to summarize the group's thinking about the technology recommendation.

Freedman announced he had to leave the meeting and that he was leaving for Europe the following week, but that he wanted two other recommendations. In order to prepare for our international role, he felt we should be teaching a second language. Ollman added that students at every level should visit Mexico to see the reality. Freedman continued, saying that we could recommend using technology for teaching language. He also wanted a major recommendation on racial and cultural integration leading to a quality of life outcome. He felt this should be a goal. Boyle inquired if there were definitive studies which conclude that integration supports this kind of success. Freedman commented that most of the time in the Commission was spent talking about reorganization and a new culture.

Ollman added, "We have some interesting ideas that need to be put in even as an attachment."

Filner said, "We believe schools of the future can produce many of these ideas."

Churchill asked, "What is the goal of the report?" To which he

answered, "To get the district to begin now to meet the future needs and changes." Responded Ollman, "That's not my understanding, we are not to do mechanisms." "Yes, but that's what you're doing" was Churchill's comeback.

Freedman jumped in again: "I think we need some shock. This is now missing. I know there is some objection but it must be said. If whites drop out, that's a catastrophe. They're not going to drop out because of demographics. They're going to do so because the schools aren't meeting the market. I think it is important that this idea be in the report."

Seeking a compromise position, Carriedo responded, "There are two ways to present it. We can say, we're in danger if we don't educate the people who live in our city."

"A report without shock value won't get the attention," insisted Freedman. "We can say we choose to look at these dreadful statistics in a different way. We must keep the whole public in schools."

Miles, still voicing resistance to this approach, countered that the parade of horrors seems to blame minority kids when there are many other intangibles that must be measured.

In an attempt to mediate, Filner responded, "If we can put this in the framework, we can meet all audiences. We must get people to want to look at what we have to say."

In somewhat of an outburst, Freedman retorted, "Are you saying you don't want to run for office on this? There is no solution unless you present a threat?" Everyone appeared a bit embarrassed at this charge. However, Ollman and Saltman both indicated the report was intended to be

a political platform for Filner.

Brucker continued, "This won't get anybody excited. There are no real gut statements."

"We're not designing it to put on the ballot," added Ollman.

Trying to pull it back together, Churchill spoke up. "We must build a new coalition to get people to support the schools. If you throw down a real divisive gauntlet, you may not get the positive attention we need, but divide instead. How can you start a movement to pull everyone together to help schools?"

"Business can't continue this way," said Ollman.

"This is not just a crisis for business, it's for everyone" added Mack (representative for Boland).

"How could the compact turn into a new, broad coalition," rejoined Churchill. "We won't be able to fully explore everything . . . we need an idea page."

Directing the group back on task, Churchill inquired, "Are we ready to rewrite or bring closure? I think we can do both, bring closure and add other ideas."

"The real issue," added Miles, "is that we all agree on the goals. How do we mass educate everyone about what we want in a way we can elicit support?"

Churchill said he felt we could "punch up" the report without making it divisive. Filner focused the group back to reaching closure on the recommendations.

Boyle made a suggestion regarding some rephrasing of the restructuring recommendation. Brucker commented that the material

leading up to the recommendation was more exciting than the recommendation and there didn't seem to be a real tie in between the two. Churchill suggested using some of the text from the Carnegie report for shock value, allowing the district position to be positively framed. Filner, anxious to move on, asked if the group agreed on cosmetic versus substantive changes to the report.

Brucker responded, "I agree, I just want more bangs in the report." Churchill suggested the shock value might also be integrated into the funding and cost effective discussions.

Ollman shot back, "This grates me in a negative way; I don't see schools as a factory."

Churchill summarized and Ottinger sought clarification about whether he should "beef up" the rationale or recommendations.

Davis commented that we were "not being proactive and envisioning the change needed."

Churchill responded that the recommendations must focus on the question of quality and quantity. This means we need to look at cost efficiency and new resources.

Miles responded, "Name one institution in America that is working well. The infrastructure in the city is not keeping pace with change. We must be careful and not be too heavy handed so people are ready to dump the public schools. We have to prevent resegregation."

Ollman made another plea for an idea page.

A meeting was set for May 7 from 5:00 to 6:30 p.m. Ottinger said the report must be in the printer's hand by May 15. Churchill suggested a strategy for reaching agreement on the recommendations. He suggested

voting and that the chairman use Robert's Rules of Order.

Brucker expressed concern that a significant number of the Commission members had not been at meetings. He wondered what that meant in terms of endorsing the report. He suggested a copy be sent to everyone asking for their comments back in writing. The group decided that the meeting on May 7th would "keep everyone locked up" until agreement was reached on the final report draft.

The final decision-making meeting of the Commission was held on May 7, 1987, at 5 p.m. in Room 2249 of the Education Center. A third draft of the report had been sent to the members for their prior review. Eight commission members were in attendance including Boland, Brucker, Churchill, Davis, Friedman, Miles, Saxod, and Tuan. Hill, Ottinger, and Pendleton also participated.

An initial question was raised as to how final decisions about what goes into the report would be made. The consensus view of the group was that an actual vote would be taken on the recommendations and that no minority report would be filed. Churchill indicated that Pacific Bell would provide the financial support for publishing the report.

Filner and Ottinger led the group through a very focused, page-by-page, discussion of the report. By the time most people felt they had to go, which was near seven o'clock, the group had gotten through page 7, agreeing on the vision, beliefs, and mission statements, and on the conditions section presenting San Diego in the year 2000.

A lengthy discussion took place around what the title should be, with practically everyone suggesting some wording. The group reached consensus on Which Way To The Future? San Diego And Its Schools At A

Crossroads (Schools of the Future Commission, 1987). Another meeting was set for May 14 to finish the work.

The May 14 meeting was held in Room 2249 and was attended by Boland, Boyle, Brucker, Churchill, Davis, Filner, Miles, Ollman, Saxod, Tuan and Viado. Others included Carriedo, Ottinger, and Pendleton.

Churchill started out by suggesting some ground rules for reaching closure. Proposed changes would be presented in the form of a motion. While a member or nonmember could propose a modification, only Commission members could vote. By consensus, the group agreed to the procedure.

Pendleton came into the meeting a few minutes late and proposed some changes in wording. "Does she know the ground rules?" Churchill inquired. Brucker explained them. Pendleton put her proposal into a motion, but it failed to get support.

By May 14, five proposed recommendations were pretty well solidified. They called for (1) a new community-schools coalition, (2) a fundamental restructuring of schools, (3) integration of technology into schools, (4) expansion of second language and world studies curricula, and (5) creation of a stable, independent, and increased funding base for schools. At the same time, there were many other ideas that some Commission members felt should be in the report. In particular, Ollman fought for the inclusion of a recommendation that the schools should make use of community resources such as the museums. Boland proposed that any extra ideas beyond the five basic recommendations be left out. Ollman dissented strongly. The group voted to support Boland's proposal that additional ideas not be included

in the list of major recommendations. However, the group also voted to include a page of additional recommendations.

Boyle raised a concern about the language which encouraged "amended collective bargaining agreements between the school board and employee associations which would enable flexibility" She proposed that it read "encourage a modified collective bargaining agreement between the school board and employee associations which would facilitate the establishment of pilot schools." The group agreed to the new language.

Some of the wording of the recommendation on restructuring provoked opposition from Boyle. The discussion about providing for teachers and principals to work together in a more collegial fashion stated that "Principals, teachers and other school leadership might benefit from an incentive system that enabled rotation in and out of the classroom and administration." Boyle didn't feel that principals would necessarily make effective teachers. The Commission agreed and this section was edited out.

Closure was reached on the final language of the full report. Ottinger was authorized to meet the publisher's deadline of May 15. Some preliminary discussion centered around when and how the report would be released. In the interim, between the May 7 and 14 meetings, Ottinger had talked with Filner and several other members about their ideas for releasing the report. One suggestion for a setting had been to use Balboa Park to emphasize the marriage of community and schools in a partnership effort. After some debate on the advantages and disadvantages of various options, the general consensus was that the report should be made to the superintendent since he had appointed the

Commission. Filner and a few Commission members would meet with the superintendent to discuss the report findings prior to its official release tentatively set for the first week in June.

Filner and Payzant reached a decision that the report would be issued at the June 9, 1987 meeting of the Board of Education. Invitations to attend would be extended to school principals, employee association heads, the mayor and city council, university heads, key agencies, and community organizations. A small reception would follow.

Filner did not want the report released to the media prior to its official presentation on June 9, yet it would be difficult to contain it for well over two weeks after the Commission had finished its work. A briefing of the media was scheduled for June 5 with the understanding that they would embargo the story until June 9. Filner also offered special briefings for the television media staff if they could not attend the other.

Filner used the occasion of the Business-School Partnership reception on May 21, 1987 to speak about the upcoming Commission report and its major recommendations. The affair, held in Balboa Park, was an informal outdoor gathering of approximately 200 people including school administrators and business executives from throughout the San Diego community. Filner emphasized the strong relationship of the partnership program and the Commission's recommendations.

An official news release entitled "Filner Presents Year 2000 Education Report" was prepared for issuance on June 9. Invitations to attend the official presentation of the report were sent to 1,000

persons and some 5,000 copies of the report were printed for distribution.

The presentation was held on June 9 at 2 p.m. in the Education Center auditorium as part of the regular Board of Education meeting. Approximately 200 persons were in attendance. All Commission members were present except for Brucker, who was out of the city; Freedman, who was abroad on his special tour; Saltman, who was in Israel; Jacobs and Miles.

The report presentation was made by Boland, Boyle, Churchill, Davis, Friedman, and Saxod who each spoke on particular recommendations and Filner who facilitated the discussion. The additional recommendations in the report were discussed by Ollman, and Viado discussed the students' perspectives. Discussants were seated on the platform where Board of Education members are usually seated.

Each of the presenters spoke for approximately three minutes from a prepared text. Boland talked on the recommendation to build a new school-community coalition; Friedman and Boyle spoke on restructuring of schools, Churchill summarized the material on integrating technology into every classroom, Saxod developed the need to learn a second language, and Davis described the need for "a stable, independent, and increased funding base for public education."

The print media provided complete and prompt coverage of the report's release. Articles by staff writers from the San Diego Union and the San Diego Tribune and the Los Angeles Times presented rather factual information indicating who the Commission members were and what the report recommended. In the San Diego Tribune article, education

writer Scott LeFee spoke of "dramatic changes" which were being urged while staff writer, David Smollar from the Los Angeles Times, talked about the "strong" recommendations that the group had made.

An editorial by the San Diego Union (June 12, 1987) labeled the report "Back to the Present." It said "what the 17 member panel has produced is standard boilerplate that can be found in most education reports" and that it contained no bold recommendations. Instead, the editorial called on the Board of Education to adopt a proposal made by board members Dorothy Smith and Jim Roache to require students to take a solid core of academic classes.

Another editorial in the San Diego Tribune (June 11, 1987) said "tomorrow's schools resemble today's." The editorial writer wondered "why the commissioners were so timid." While calling the recommendations laudable, the editor questioned whether they should be called futuristic. It was particularly complimentary of the recommendation to learn a second language, citing San Diego's unique location in relationship to Mexico and the Pacific Rim. A San Diego Tribune editorial (June 13, 1987) about student representative Viado highlighted her comments on the essential aspect of student motivation in student achievement.

Filner and some of the Commission members were upset with the two editorials and felt a response was needed. The response by Boland, Churchill, and Viado took issue with the editorials' claim that the report contained no bold recommendations. They asserted that if the school system and the city adopted the Commission's recommendations and responsibility for excellence in public education, immediate improvement

in teacher and student motivation and performance would result. Saltman refused to sign the letter. He thought the protest unwarranted since he didn't believe the report came forward with any "major creative insights or new plans of action that couldn't have been done more simply in other rooms with other voices."

Copies of the report were distributed broadly to school superintendents in Southern California, San Diego County and large city districts, to San Diego state legislators and city officials, business executives, local colleges and universities, selected publications, district and school administrators, PTA officers, and school advisory committees.

Requests for copies of the report were numerous, and it was the focus of discussion for several district and community groups. For his regular "Speaking of Schools" television program, Payzant featured the Commission report for the June airing. Boland, Boyle, Filner, and Saxod joined him as discussants. In July, Boyle, Churchill, and Ollman did a panel presentation at the Nova University doctoral seminar, and Payzant discussed it as part of his keynote address.

By the end of June, Ottinger began to draft strategies for implementation based on the thoughts of Filner and other Commission members. Ottinger cited certain conditions as important to consider as implementation was planned. A process was proposed to include three phases (a) building support for action, (b) developing action plans, and (c) implementing the plans. He discussed these ideas in a paper he submitted to Payzant (Ottinger, personal communication, June 30, 1987). In the paper, Ottinger also proposed that he be the coordinator to the

pilot "Schools of the Future" leadership planning group and suggested that Crosby Milne be used to facilitate an initial retreat for the planning group.

Responses to the report continued to be received from individuals and through the local press. Among the individual acknowledgments were those from (a) California legislators, (b) the United States Department of Education, (c) National Education Association, (d) Junior Achievement of San Diego, and (e) the Education Commission of the States.

Several requests for copies came from other school districts and other groups. The San Diego Union and Los Angeles Times each did follow-up articles. A commentary featured in the Union, "Discipline Must Be An Integral Part of School Reform" (July 2, 1987), discussed the urgent need for discipline and the need for safe classrooms. The author, a teacher at a San Diego Catholic school, criticized the absence of attention to discipline in the Schools of the Future report. The article in the Times, "Payzant Wants to Put Schools of the Future Report to work at City Schools" (July 22, 1987), reported on Payzant's plan to put the report to work. A skeletal implementation proposal was presented to the Board of Education in late July, 1987, but Payzant stopped short of filling in too many details lest he be guilty of not involving the people who have to implement the recommendations in the decision-making process, a problem often cited in the reform literature as hampering the effective implementation of the reforms. A leadership committee was established to begin work in September, 1987.

The Los Angeles Times editorial, "Time Is Now To Deal With Difficult Issues" (July 5, 1987), spoke of a "lack of strong leadership and good decision making over the past couple of decades" regarding the quality of life in San Diego in general. The neglect of the sewage system, the failure of the symphony orchestra, the outdated central library, and the ongoing debate about whether to move the airport were examples cited to demonstrate how difficult it is to come to a consensus in San Diego and to make commitments for change.

Filner thought it important to respond to the article from an educational point of view and to indicate that at least the Schools of the Future Commission was not part of this "community complacency." Ottinger drafted a response that was to be sent from the Commission. One Commission member objected to the response, feeling that things were getting far too political. Filner's letter "Education First" was published in the Los Angeles Times on August 9, 1987.

Boland expressed the view of many commission members, who failing to term the report revolutionary, saw it as setting the tone for achieving the things that need to get done within the community. Churchill felt the newspapers had been disappointed "that this thing wasn't some kind of bomb that we threw in. We got together and put our best minds to it and we came up with a compromise. It isn't revolutionary, yet very quietly in it, there are some revolutionary ideas but we couched it in a way that it isn't going to cause every group in the world to react to how horrible that report is. Its a very diplomatic document."

The Experience of Other Commissions

As I participated with the Schools of the Future Commission and became more aware of its operation, I began to wonder about the work of similar commissions and the approaches that they had used. This led to interviews with persons who served on four state and national level organizations. The informal interviews which I conducted were about an hour in length and were held in my office or theirs, whichever was more convenient. The interviews focused on inquiries about (a) how they were selected, (b) how the commission was organized, (c) what comprised a typical day's activities, (d) how the agenda was determined, (e) how recommendations were decided, (f) the role of staff support, (g) interaction among commission members, and (h) leadership influences.

Yvonne Larsen, prominent in Republican circles, had been appointed to the National Commission on Excellence in Education by then Secretary of Education Terrence Bell. She had also served as the president of the San Diego City Board of Education. As vice chair of the commission, she was in a unique position to influence the commission's work and to assess its proceedings. Representation had been an important consideration and its membership of eighteen included university presidents, business executives, a teacher, principals, eminent scholars in physics and chemistry, and a former governor. Larsen was sure that both her political affiliation and her experience as an educational policy maker contributed to her selection for the group. David Gardner, president of the University of California, served as chair of the commission but Larsen was given a prominent role chairing meetings, conducting hearings, and participating in consultation meetings with

Bell. The commission had a specific charge and a specific organizational structure.

Several papers and theses were presented to the commission which had been commissioned by national experts. The commission also conducted public hearings hosted by various educational and corporate institutions throughout the country. It was the sum of this information and the commission's own deliberations that forged a consensus on the report recommendations. Extensive staff support kept members up to date on communication, summaries of commission proceedings, and report drafts. The chair and vice chair held regular meetings with the secretary of education to apprise him of the commission's progress.

A Nation at Risk had major shock impact on the country and the nation's schools. It served the function of arousing interest in educational issues and influencing the national policy agenda.

Pat Oyeshiku and Hugh Friedman both served on the California Commission on the Teaching Profession which issued the report, Who Will Teach Our Children? Friedman served as its vice chair. Oyeshiku had been California Teacher of the Year. Friedman, a prominent law professor, had also served as the president of the California State Board of Education. These experiences figured largely in their selection to the commission as did similar background experiences for the other fifteen members. The commission had been appointed by State Superintendent of Public Instruction, Bill Honig. Most of the commission meetings had been held in Sacramento although designated public hearings were conducted in the northern and southern area. These were chaired by commission members. The commission also visited schools

and talked with many principals and teacher practitioners.

Additionally, they received commissioned research papers from experts in specific areas.

Dorman Commons (deceased), a former business chief executive officer, served as the commission chair. The commission operated from a broad charge regarding the state of the teaching profession in kindergarten through high school grades. Staff members worked closely with Commons and the commission. It was their role to listen to discussions and propose the topics and organization for future meetings based on the developing consensus of the group. It appears that final agenda decisions were made by Commons.

Oyeshiku felt that the commission was more independent because it was privately funded. While Honig and Commons maintained regular contact, there was no evidence of interference or pressure from Honig for the commission to come up with certain answers. However, Honig was upset that the initial draft which called for a certification standards board did not include a strong role for him. While the commission considered his concern, they were not inclined to change the report.

This commission study appears to contain the same basic components; (a) a representative body of experts, (b) research and scholarly presentations, (c) public input, and (d) commission deliberation and consensus.

Dorothy Smith, immediate past president of the San Diego City Board of Education, served on the California Middle Grades Task Force which produced the report, Caught In The Middle: Educational Reform for Young Adolescents in California Schools (California Middle Grades Task Force,

1986). The large group of 36 was primarily made up of educators from various levels and affiliated groups such as the Parent Teachers Association. Appointed by the State Superintendent of Public Instruction, Bill Honig, its charge was to study the characteristics of young adolescents and determine the most appropriate learning environment, curriculum, and instructional strategies that would lead to improved performance. Using a format which included discussions, presentations by experts, and research review, the commission debated the primary issues until a consensus of the group was reached. Districts were invited to react to the tentative recommendations. The message of the two co-chairpersons indicated the report was to be used by local districts for debate and deliberation as they decided appropriate steps for their own middle grades educational reform.

Ann Lynch is prominent in PTA circles and served as its national president. She is a speaker in demand and known for her candor and humor. She was sure that her outspoken stance and her extensive experience in school and parent involvement activities nationally and throughout her state of Nevada contributed to the governor's invitation for her to serve on that state's reform commission. In approach, the format replicated that of the other commissions. It was a broadly representative group. Its issues drew largely from commission members' experiences, the information from experts in the field, and public opinion. The recommendations, arrived at through consensus, were intended to impact the public's policy agenda for the state of Nevada and drive decisions about legislative change and fiscal appropriations.

In summary, the experience of other groups seems to closely parallel that of the Schools of the Future Commission. They all follow a rather rational, prescriptive approach of information gathering, debate, and consensus leading to the adoption of broad recommendations. The proposals for change take on a sense of urgency because of the commission leaders and their influence.

CHAPTER V
ANALYSIS OF THE SCHOOLS OF THE FUTURE
COMMISSION PROCEEDINGS

Chapter IV provided a detailed description of the San Diego City Schools' Schools of the Future Commission's proceedings. The account of events as reflected in documents such as memoranda, reports, minutes, and observation logs was organized into a longitudinal, historical record that chronicled events during the period of time April, 1986 - June, 1987. The purpose of this chapter is to go beyond that official description and to analyze the meaning of these events and behaviors. Following the grounded theory approach of Glaser and Strauss (1967, p. 1), that theories are as they flow from the data, this chapter represents the researcher's attempt to explain and provide interpretations for various events that occurred during the Commission's tenure.

Organizing the data to focus the analysis has been a difficult task. I began by reading all of the information for some sense of its completeness and accuracy. Several sessions were spent interviewing a key informant to help supply missing facts and to help with the interpretation of the readings. I organized my notes and other data with notations about different stages of the culture formation and around critical marker events leading to major policy decision. This procedure provided ideas for major topic areas. In each case, I pulled

together all of the data about a particular theme into an organized narrative which explains and interprets the situation in terms of various theories. Each stands alone as a holistic case study.

The Formation of the Commission's Culture

The individual in a social context has primary needs for (a) inclusion and identity, (b) control, power, and influence, and (c) acceptance and intimacy (Schein, 1985, p. 150). Every person in the group needs to develop a viable identity within the group. Every person needs to feel a certain amount of control or mastery of his/her environment and every person needs to feel a certain amount of personal acceptance. The new group does not really exist as a functioning group until these individual needs are fulfilled.

Observations of the beginning Commission sessions show evidence of the group wrestling with these phenomena. Several sessions and a retreat were necessary to establish the new identities and group culture.

Using a description from Cleveland (1985), one could think of Filner as the Commission chair in terms of a generalist executive with an assignment to analyze the proceedings and keep things moving. This included pointing directions, negotiating priorities with regard to agenda issues, allocating scarce time, and settling arguments. It was clear that he moved among Commission members, carefully balancing and negotiating contrasting thoughts to make something different happen in the Commission. In the end, he would be the one to force a synergistic alliance with Commission members and "for better or worse, would box the

compass, chart the course, and say where we shall go together, and when and why" (Cleveland, 1985, p. xvii).

He was in charge of creating a vision of the future while maintaining a consensual mode of decision making. That would require his ability to relate the disparate ideas of members into a coherent set of recommendations. He was undoubtedly concerned about the general outcome of their efforts.

A few months into the Commission's work, Filner made known his intent to run for a city council seat. It was not only important that the work of the Commission received prominence, it was also important that its recommendations were received well by an electorate he hoped to win over. Burns (1979) indicated that the two essentials of power are motive and resources. Filner had an important political motive; the Commission became an important complementary resource. His prior experience as a board member in the school district and his close relationship to the superintendent gave this combination a natural role purpose.

Schein also noted that organizational structures are the result of the conscious political decisions of particular actors and interest groups. They do not form accidentally or spontaneously. They are goal oriented and have a specific purpose (Schein, 1985, p. 209). When we are dealing with social systems there is no such thing as spontaneous change or mutation. There is always someone inside or outside the system who has a motive to make something happen. Bacharach and Lawler (1980) believed that organizational actors can be observed in daily bargaining and influence transactions and that few are passive,

apolitical entities. These organizational actors have ideas and will bring in others who share their vision. They have a lot to do with culture formation. Generally, noted Schein, these leaders usually have a major impact on how the group defines and solves its problems, and have high levels of confidence and determination. Schein termed these actions toward culture creation leadership.

Stages of the Commission's Development

According to Schein (1985), all groups start with some kind of originating event or reason to come together. In the case of the Schools of the Future Commission, the members had all accepted an invitation from the superintendent to provide advice to him on the future of the San Diego City Schools. The most fundamental issue facing a group when it comes together is: "What are we really here for?" This is true even when a basic charge has been given.

The Schools of the Future Commission was no exception and had its own struggle with getting started. Even though it was from the same general host culture, this was a unique group of personalities who would initially have to integrate their needs, goals, and values into a shared mission.

Important to the first meeting was the sharing by everyone of what they expected to get out of the Commission's work. Individual assumptions and thoughts were shared and some feeling of groupness and consensus could already be sensed. Still the first three meetings were marked by a continued struggle with personal issues of identity, authority, leadership, and influences. There was an unconscious

assumption of dependency on Filner, the group chairman, with questions of: What are we supposed to do? and How should we proceed? There was competition for leadership and influence. Among the more assertive competitors were Boland, Brucker, Freedman, Miles, Ollman, and Saltman.

The Commission and its chairman, Filner, continued to be frustrated by an inability to act in a consensual manner because, unconsciously, the members were still working out their influence relationships. A real breakthrough in this regard occurred with the two-day retreat when the group began to assume more ownership for the group outcomes.

In Schein's model (1985), group formation is followed by group building in which a fusion assumption or a euphoric feeling that "we are a great group" becomes the primary operating principle. Members lean over backwards to be nice to each other and avoid interpersonal conflict. The more the group feels vulnerable, the more it holds to the false solidarity of the fusion assumption.

With some experience and success in tasks, the group gains security. Subtle disagreements and conflicts and occasional eruptions of negative feelings toward other members help to test the validity of the fusion assumption. At the retreat and meetings that followed, it was not uncommon for members to challenge one another, establishing a group climate much more open to exploration of diverse feelings.

One of the issues clearly centered around leadership. The Commission included many strong, opinionated individuals with high profiles. Filner, himself, was considered to be a strong personality with definite views about how he believed things should go. Yet, here he was in a different role, attempting to share power and provide for

participative decision making. Perhaps this was confusing at first for members whose standard cultural experience had been to be more dependent on the formal leader. Initially, this participative style produced discomfort and anxiety, and members longed for the "leader" to reassert his authority.

The strong focus on the work of the Commission and the pressing timeline appeared to be effective in moving the group of the fusion assumption stage. The work to be done was attracting more and more of the Commission's attention. Following the retreat, the group had determined that differences could be accommodated through a state of mutual acceptance. As the group worked on its tasks, a culture continued to evolve as to how certain issues would be addressed. Occasionally, various cultural assumptions would be questioned requiring the Commission to work out certain issues again. This process of successfully working through several issues over a period of time created a cultural strength and group maturity.

Major Policy Decisions

The Commission study resulted in five recommendations (a) to develop a community coalition, (b) to restructure district schools, (c) to make broader use of technology, (d) to provide for students to acquire a second language, and (e) to provide for stable and predictable school financing. Decisions surrounding these recommendations are major marker events of the Commission's work and are presented as case studies in the next section.

What results from a Commission study is a consensus about certain things that should happen. More radical views are usually leveled out

by more centrist positions. Certain ideas did not receive enough support as recommendations to be included in the report. These are also discussed in the following section because they help the reader to understand the full range of the Commission's thinking.

It is possible that the Commission suffered from what Waterman (1987) called groupthink. He reasoned that when a board, committee, or task force meets to make decisions, its members are at conflict with themselves. They make constant tradeoffs between whether to voice objections, risk irritation and resentment of the group, or bow to pressures to comply with the group consensus. Although research has shown that groups potentially can solve new problems better than individuals, much of their problem solving abilities depend on how tolerant groups are of dissent.

The Decision To Recommend A Community Coalition

Part of the new thrust of the superintendent was to engage the public's interest in schools. He promoted this goal through numerous public appearances, a regular television program, the establishment of several new citizen advisory committees, and a major business partnership program. Filner and Ottinger agreed that an early Commission direction would be to (a) reach out extensively to involve the public, and (b) highlight the excitement of public education.

Early deliberation and questions raised issues of ownership and buy in. Saltman wondered who would implement the recommendations and why they would be motivated to do so. Boyle worried that attention was not being given to teachers and administrators who ultimately would have responsibility disproportionately assigned again.

Ottinger raised the issue of how to restore credibility in public education so the community would support schools, calling attention to the fact that California's per pupil support ranked 49th in the country. This theme would be reiterated on the first evening of the two-day retreat. Several members suggested that in San Diego City Schools there existed a need to form a coalition for better schools. Because of widespread skepticism and cynicism in the education community that change could be effected and because of some concern that the public schools could become political scapegoats, the Commission members expressed a basic goal of increasing the level of commitment by students, staff, and the public at large for community education.

The Commission discussion led to the identification of several strategies which would promote support for public education:

(a) creating a climate and commitment for change, (b) providing for the participation of a greater range of people, (c) refusing to parade the horrors about public education, and (d) utilizing the current national interest in reforming schools to highlight and create a community of interest for San Diego City Schools. The purpose of these strategies was to show how the public benefits from good education.

Beliefs around which the Commission's consensus developed were:

- ° a child is educated by all of society including the schools,
- ° schools are the basic institutions for socialization in a free society,
- ° survival of our democratic society is important and our public education system is indispensable to that,
- ° the democratic society can only grow and prosper through education,

- ° all children are entitled to public education of the highest quality,
- ° a free and fair public school system is the chief instrument of social stability in a diverse and free society such as ours,
- ° the public education system has done lots of good but can be improved,
- ° education is a process shared by many social institutions including the schools,
- ° the community shares most of these beliefs and if it is given a plan for improvement, the community will support public education,
- ° a truly excellent and free public school system threatens the status quo,
- ° the general public should know what the expectations of the system are,
- ° public schools are the best mechanism to guarantee equality of opportunity,
- ° the public thinks public schools have been taken over by nonwhites and poor people and that is why some people do not want to support the schools,
- ° the American public has never been satisfied with public schools,
- ° the guarantee of a quality education is the responsibility of the student, parents, school, and the community,
- ° public education cannot and should not be blamed for all the problems of our society,
- ° the community expects the public schools to accept and teach the student as he/she is when the student comes through the school house door.

The final effort to distill these beliefs yielded a belief that "the guarantee of quality public education is the cooperative responsibility of the student, family, school, and community." The strategy of a community compact was put forward. Schools would be linked to what we want to see for the San Diego community and its future.

Reflection still left the members unsettled between what they believed in and what they felt they could deliver. As one member expressed it: "We have a World War III issue. One of the problems is that we've guaranteed a quality education. We need to say its the family, the school and the student, or else it's a no win situation."

While the belief in broad public support for education was clear, the debate was not as well defined as to whether education is a right or a responsibility or both. Freedman felt students had a right to quality education and a corollary responsibility to "participate in their own education."

The question arose as to what the Commission members expected students to do. No clear consensus emerged from the discussion as to whether the goal of education should be for students to become self-supporting or receive a quality education. Were there benefits to the public for public education?

The need to employ more young people who could communicate was clear. To establish understandable connections between the public and education, particularly for those with no children in schools was far more difficult. The need to compete in a global economy was tangible evidence of a linked benefit.

Though he had not called it a compact or formalized any kind of partnership relationship, Ollman's thoughts of a community coalition included different kinds of support elements. At one end of the spectrum he saw a community who might express its support for public education study periods by enacting television blackouts between 6 and 9 p.m. On the other end, he envisioned the inclusion of museums and cultural institutions to be incorporated as regular parts of the expanded classroom. Ollman had not been happy with what he perceived as a lack of sincere interest on the part of school district educators to develop an interdisciplinary curriculum using the museums as a resource.

By October, 1986, Filner was pushing more actively the idea of a San Diego Compact similar to the plan initiated in Boston. The Boston Compact was a formal agreement between the school district and the business community, universities, and trade unions to make new education and employment opportunities available to students who met their requirements. Herb Fredman, the San Diego Tribune writer, did an article on what such a compact could do for the San Diego school district. In January, Filner sent a letter to Mayor Maureen O'Connor, requesting her participation in the development of a San Diego Compact to support public schools. Davis and Filner joined together in a commentary on the compact idea which was sent to San Diego Union editor Edward Fike.

Davis, a school board member, had considered for sometime running for the office of city council in District 8. Finally, in early 1987, she made the decision. She and Filner had always made a comfortable alliance, often sharing supporting positions when they were on the

school board. A favorable reception of the compact idea by the mayor and the business community could only serve to enhance voter appeal for each of them.

Filner conducted a special community hearing on the educational issues of Hispanic students that included key community members. He wanted to communicate the message that bridges needed to be built between the schools and the community. Several persons spoke to the need for business, corporate and professional executives to become personally involved in the education of Hispanic students. This was a way for Filner to make more visible his sensitivity for Hispanic issues. District 8, the council seat which he sought, serves a large concentration of Hispanics in the San Ysidro area and he faced a fierce Hispanic competitor.

Filner continued his endeavors to bring attention to the compact idea. He sent letters to over 125 top business and community organizations encouraging their support of a San Diego Compact, and he made a presentation to the Chamber of Commerce. His persistence and the diligence of district staff resulted in designation of San Diego by the National Alliance of Business as one of seven cities to receive support for establishing a Boston-type compact agreement. He succeeded in getting seven top officials including the mayor to sign the agreement which received publicity in local newspapers.

By the February 23, 1987 meeting, Filner presented a draft proposal of the compact with full confidence of the Commission's support. He and Ottinger outlined a plan in which businesses and universities would pledge to provide jobs and scholarships to students in exchange for

schools graduating a larger number of students who would be qualified to enter college or vocational careers. Although, formal approval of the compact or coalition concept as a recommendation would not be made until May, 1987, for all practical purposes a decision to include this recommendation in the report was reached in March as the Commission accepted the first draft of the report in which this recommendation was made.

According to Morgan (1986), the flow of politics is intimately connected among task, career, and life style interests. The three domains interact and also remain separate. The orientation of different people toward the tensions varies, producing a great variety in styles of behavior and how they approach their work. There are politics in every situation where people wish to pursue divergent interests, combined career and task interests in a coherent way.

Without a doubt, members of the Commission brought their own personalities, private attitudes, values, preferences, beliefs, and commitments to shape the way they acted in relation to their work on the Commission. The diversity of interests gave rise to negotiation, coalition building, and mutual influence that usually shape an organization. Each had interest-based agendas to pursue.

Consider, for example, the positions of Filner and Payzant. Some organization theorists recognize that a coalition of two often becomes aware of common goals and unites to pursue a joint interest. In the case of Filner, the compact could be a political coalition builder as was the case in Boston. Spillane, the Boston superintendent, had used the idea to legitimize coalition and constituency building, an aspect

that would be critical to the successful election Filner wished to launch for the city council. For Payzant, it was not the large financial contributions that local businesses would make to schools. The most important thing would surely be the opened lines of communication with the business executives and the extent to which they would become advocates for the schools. The more of this kind of alliance and network building that could be constructed meant increased prominence and influence for the public schools. For an experienced politico as Filner, these alliances would mean increased accessibility to all the key power players in town. For both, it was an opportunity to come together in pursuit of their common goals.

This observation was not lost on two Commission members who saw the emphasis on the compact as a politically motivated agenda and thought in part that the nurturing and protective development of a coalition might have accounted for the lack of visionary ideas in the final report.

Another political agenda involving a community coalition was being promoted by Vahac Mardirosian, an outspoken advocate for improving achievement among Hispanic students. Mardirosian, who served as chair of the Superintendent's Mexican-American Education Advisory Committee, also sought to initiate a parent involvement institute similar to the efforts he had carried out with the Los Angeles city schools. The idea of a coalition provided additional forums for discussion of his ideas and a momentum of support. It also gave him leverage for seeking the support of district personnel in acquiring grants or funding from local donors for his parent involvement activities. He was successful in securing district assistance for developing his funding proposals.

Policy Decision on School Restructuring

Restructuring in this context refers to a collaborative process in which school staffs and their communities make decisions about major structural changes in curriculum, staffing, scheduling, budget distribution, and other operational matters in order to achieve greater student achievement. In return for increased autonomy and flexibility, a greater accountability for student learning outcomes is expected.

The recommendation for restructuring San Diego schools might well have evolved from the Commission charge itself. The Commission was asked to engage in long term analysis and planning, examining demographic, societal and economic changes in San Diego that would affect the schools in the year 2000 and how the school staffs should be prepared to address these changes. Given the prominence of major reports from groups such as the Carnegie Commission (1986), California Commission on the Teaching Profession (1985), Holmes Group (1986), and National Governors' Association (1986) that were addressing these issues in depth on a national scale, it is unlikely that a local commission would completely ignore these models in their midst. Indeed, the models became guiding references.

Yet, Boyle wanted the group to be cautious of what she regarded as the pitfalls contained in many of the other reports. She felt the idea of a lead teacher created elite teaching forces while ignoring teachers and their motivations in general. She felt teachers would need skills to work with the diversity of the changing populations. She was concerned about large class sizes which mitigate against a teacher's ability to deal with the range of ability and performance in the

classroom. Her assessment of most of the reports was that they had not provided for educators developing ownership of the various recommendations. Her insights about the role of the teacher carried considerable weight and influence with Commission members. Mardirosian and Saltman expressed immediate support for taking a look at teachers and their training needs and for encouraging "the best people to go into teaching." Boyle added that we would need to pay teachers more to get quality people.

In addition to the reports, exposure to major commission meetings and proceedings exerted some influence. The Education Commission of the States met in San Diego in July, 1986 and the California Commission on the Teaching Profession had met there a year earlier.

Albert Shanker and Marc Tucker participated in the San Diego meeting of the Education Commission of the States, and they voiced support for restructuring the governance of schools and delegating more authority with accountability to the schools. This was not to suggest that administrators could just turn the schools over to teachers and expect them to know what to do. From Shanker's point of view, it might be better to start with a small group of schools. Mardirosian was uneasy that some teachers might have expectations that the educational program would deteriorate with changing demographics. At the same time, he worried about a changing role of teachers. Tucker shared information about Pittsburgh's Schenley Staff Development Center and the New Haven child development model.

Meanwhile, Payzant was named to Carnegie's national teachers certification standard board. Although he was not directly in contact

with the San Diego Commission, his participation on the board certainly heightened the awareness of the Commission members and staff regarding its activities.

In the two-day retreat held in August, 1986 brainstorming sessions on beliefs, values, goals and strategies included "thoughts" about: (a) enhancing teaching as a profession, (b) differentiated staff and learning arrangements, (c) standards for teachers, (d) strategy to replace current adversarial method of collective bargaining that governs employee relations, (e) strategy for changing the way in which school is organized, (f) strategy for involving people in decision making, (g) strategy for allocating resources, (h) strategy for changing working conditions in schools, (i) collaboration, (j) decentralization, (k) flexible scheduling of people and activities, (l) involvement, (m) perception of ownership, and (n) willing to take risks.

In the September meeting following the retreat, Filner made his next attempt to focus on a few specific issues. Selected topics were given to certain persons to develop. Brucker was asked to explore how a decentralized system might work in a district as discussed in the Commons and Carnegie reports while Boyle was asked to review the role of the teacher in school and the classroom in terms of decision making and collaboration. As there seemed to be implied agreement that these were the areas of focus, Filner at the October meeting engaged the Commission members in a discussion of guiding management concepts to flesh out commissioners' thinking about the restructuring thrust. Filner said, "In every aspect of decision making, collaboration and participation should be a guiding principle. How will we recognize it? We want to

get a sense of concepts linked to facilitating goals. This is the meat of what we're trying to accomplish." Saltman had problems with this line of thinking, feeling that initiating such an issue was much more the role of the superintendent's leadership. He had always thought the superintendent should have chaired the Commission, set the agenda, and sought advice as opposed to permitting the group of outsiders to work independently.

The discussion about the need for a partnership prompted Ollman to express a belief that teachers should be partners by having a bigger role in curriculum decision and they should be able to take some risks that go beyond the traditional bounds.

The Commission conducted full discussions of the Carnegie and Commons reports and determined how many of the recommendations from these reports would be adopted. Several agreements were reached by consensus.

1. The school board and superintendent should negotiate a yearly covenant of clearly defined goals with the leaders of each school, including teachers and administrators.
2. Student achievement should be measured by more than standardized tests and should use other yardsticks such as rates of attendance and measures of higher order cognitive processes.
3. The school site leadership team should control a portion of the school site budget within constraints, clear goals, and an effective accountability system.
4. The leadership team should make decisions on materials, instructional methods, staffing structures, organization of the school

day and assignment of students.

5. Federal and state governments as well as the school board and superintendent should reduce the number of rules and laws which constrain site-based decision making.

6. The school board and superintendent should intervene in schools with poor performance levels to provide assistance.

The Commission members did not agree to include the recommendation from the Carnegie report which called for establishing a lead teacher category. The Carnegie Commission saw a need to restructure the teaching force so highly skilled and experienced teachers could be used differently from less experienced members of the staff. The influence of Boyle in this area was strong. The National Education Association, of which the local teacher's association is an affiliate, had a long-held position against various merit pay schemes and supported seniority as a priority in assignments.

The November meeting provided for a full discussion of the Commons report recommendations. Agreement was reached on recommendations that called for (a) a redesign of the tenure system, (b) a teaching certification standards board, (c) a stronger mentor program, (d) a career ladder for promoting professional growth, (e) a reduction of class size, (f) a restructuring of the management of schools, (g) making teachers' salaries more competitive, and (h) vigorous recruitment of minority teachers.

The first draft outline of the report included those recommendations from Carnegie and Commons which the Commission had accepted and a discussion of the process of restructuring.

The discussion at the December meeting came back to the question: "What do we tell the public is the reason we need to change?" Davis had strong feelings based on her experience of the need for emphasizing writing in all classes. Davis' attempt to specify what was to be taught was met by resistance from other commissioners who felt that the teachers should have the freedom in determining how and what to teach. The Commission held strongly that its role was one of recommending broad district policy, but the design of specific programs should be left to educators.

Mardirosian reflected on a finding from a Rand study that showed when teachers talk to each other, things improve. "Why don't we provide this in our system?" It was as though the big a ha! had been experienced as the commissioners discussed with excitement the possibilities and benefits that would come from a restructured system where teachers would be empowered. Attention turned toward the feasibility of implementing such restructuring on a pilot basis. The fact that the deputy superintendent had firsthand exposure to seeing the approach work in Edmonton, Canada, lent increased credibility to a direction for decentralization and movement of more decisions to the site level.

In late January, 1987, Filner sent a specific proposal for school restructuring which had been drafted by Ottinger to the Commission members for their review. It was a proposal calling for decentralization and increased decision making at the school level. This proposal was reviewed at the meeting on January 22. Miles objected to the proposal because he felt that the need for schools to restructure was presented too negatively and would not gain the support of the

larger community. As a result of this objection, a disagreement erupted again about how the report should be presented. Churchill appeared to be the mediator by looking for ways to broaden the discussion about school needs so as not to alienate particular groups. Supportive comments by Carriedo and Brucker were enough to cinch that direction.

Though Churchill worried about whether the district could afford to move away from the standardization of programs and outcomes, support was strong for maximum autonomy at schools with accountability for standards. The commissioners saw restructuring as a way to better meet the needs of the 21st century and as a way to reorient the central office staff from being direction oriented to being resource and service oriented. Carriedo expressed concern that the district would not be as efficient as it needed to be if decentralized, while Boyle felt that the need to be more effective weighed heavier than being more efficient. Churchill's comments about taking segments of change in pilot programs was another caution to avoid revolutionary change.

The agenda for the meeting on April 9, 1987 indicated that the meeting was to focus on restructuring. However, the meeting actually focused on the entire draft of the final report. A lot of discussion centered on the lack of preparation teachers have for dealing with an increasingly pluralistic society. Only minor editing changes in the restructuring section were made at the April 9 meeting, with additional material presented for review at the next meeting on April 30. Although there were other attempts to "add more shock" to the restructuring recommendation, all of these efforts failed because of the overriding interest that the report not be divisive.

A page by page review of the final report draft was completed at the May 7 and 14 meetings. Boyle proposed two basic changes in the restructuring proposal which were accepted. She had raised concern about the language which encouraged "amended collective bargaining agreements between the school board and employee associations which would enable flexibility" She proposed that it read "encourage a modified collective bargaining agreement between the school board and employee associations which would facilitate the establishment of pilot schools." In the discussion providing for teachers and principals to work together in a more collegial fashion, she objected to the sentence which stated "Principals, teachers, and other school leadership might benefit from an incentive system that enabled rotation in and out of the classroom and administration," saying principals wouldn't necessarily make effective teachers. The statement was removed from the report.

The recommendation as approved by the Commission stated: "Begin a fundamental restructuring of schools. Initiate a pilot 'Schools of the Future' to experiment with new approaches and organization that help all students attain productive futures."

This vision which Commission members espoused was one commonly cited in the literature as school based management. Also called site-based decision making, it is a kind of shared decision making which calls for an increased role of teachers in making decisions about curriculum, budget, and how schools are run. Because few large city school districts had taken any bold steps to change the way they were doing business, Commission members had few concrete examples on which to base their vision.

Some of the voices with which they related more readily were those from the business community who tended to promote concepts of the marketplace. David Kearns, chairman and CEO of Xerox Corporation, is a trustee of the Committee of Economic Development and a member of the National Board for Professional Teaching Standards. He has been one of the most vocal of business leaders. Dennis Doyle is a senior research fellow at the Hudson Institute and the project director for the Committee for Economic Development's study, *Investing in Our Economy: Business and Public Schools*. The restructuring plan of Kearns and Doyle (1988) included six points: (a) choice for parents, students, and teachers, (b) restructuring of schools from the bottom up, (c) professionalism in teaching, (d) standards of academic achievement, (e) values of democracy and citizenship in the core curriculum, and (f) an increased federal role in research. This was an application of the principles of productive enterprise to schools.

Except for Boyle and Brucker, the Commission members lacked first hand experience in managing schools. Their ability to make a connection between a vision of what the educational experience should be and the context within which it must occur might have been enhanced had Payzant planned for the participation of principal and parent representatives. On one hand the Commission emphasized that the education of students is a responsibility that goes beyond the school; in the end it left out some of the key partners in the educational process.

Policy Decision on Technology

The introduction of technology as part of the deliberations came through written comments from Boland who, in reacting to the discussion

at the first meeting, indicated he had changed his mind about the need for technological education. He changed his position to one favoring a broader liberal arts thrust.

Among the existing conditions cited at the retreat was that our technological potential was not being utilized. A belief was expressed that San Diego is now importing people to do many high tech and higher paying jobs because the local educational institutions were not developing as many people with such expertise as were needed. Computer literacy was seen as a major goal. Little discussion occurred around the topic, and no specific strategies were proposed for achieving the goal.

No additional attention was given to a focus on technology until Filner, at the December meeting, announced that he had visited Terry Churchill and requested financial support for the Commission's work. Churchill agreed on two conditions: (1) that the Commission address the need for technology, and (2) that he be appointed to the Commission. Filner proposed to the Commission that Churchill be invited as a new member of the Commission and that he and Ollman co-chair a task force on technology. The Commission agreed and his name was recommended to Payzant. Filner named Boland, Churchill, Jacobs, and Ollman to this special technology task force. The new year opened with Filner sending a memorandum to Commission members announcing Terry Churchill as a new member.

The task force on technology convened its first meeting on February 25, 1987. Membership on the task force had been expanded at Churchill's request to include Glen Estell, the branch manager of IBM; Jack Hill

from the San Diego County Office of Education; Ken Petersen, coordinator of the district's technology programs; and Sharon Terrill, chair of the Greater San Diego Chamber of Commerce's Education Committee. Ottinger served as staff liaison to the task force. The technology task force took off with lots of energy. A decision was made to develop a paper on technology that would be a stand alone document as part of the Schools of the Future Commission report. The group brainstormed an outline of the issues that should be explored, the direction in which schools should move for the future, and how technology would make a difference. These ideas were refined into five areas and each person was asked to fill in three or four ideas related to each for the next meeting.

The technology task force issued the first draft of its report on April 30, 1987. It focused on (a) integrating technology into pilot experiments for restructuring schools, (b) having the school board and superintendent adopt a policy which acknowledges the importance of technology to the future of the school's mission, (c) redoing the teacher preparation and administrator training to integrate technology into the curricula, and (d) combining the efforts of the San Diego School District, San Diego County Office of Education, San Diego universities, businesses, and Navy to form a joint venture for educational technology research and development.

The task force's final report submitted on April 27 included these four recommendations. Churchill discussed the report at the April 30 meeting receiving general support. He emphasized that increased use of technology in the schools would help make staff members more productive. For instance, computerized correction and analyses of tests would be

used to free up teachers and other resources which in turn could be used for other things.

Lest there be too much of a skewing toward technological solutions, Freedman expressed a concern that a heavy reliance on technology could promote a loss of touch and human values. Brucker argued for balance.

There is a relationship between school change and technology. Although the dominant use of technology is to supplement traditional ways of teaching and learning the basic skills, it can be used to develop critical thinking skills and to create interactive learning environments. This vision was apparent to Churchill who saw technology as a way of enhancing productivity in business and in education. Churchill could establish the linkage between those who called for the professionalization of teaching and those who view technology as another key way to open up new opportunities for teaching and learning (Restructuring and Technology, 1988).

Churchill was a new leader to the group who wanted to make sure that his assumptions and solutions regarding technology were communicated and integrated into the group's thinking. He forged this position using the powers of charisma, resources, and expertise. His initial assumptions were readily accepted without conflict or little compromise. The negotiation of a spot on the Commission for the special consideration of technology might well have not been needed.

Policy Decision on Second Language Recommendation

In the two-day retreat, two basic goals were expressed: for every child to be bilingual within a decade, and preparing students to be citizens of a global society.

Viado's paper to the Commission in November indicated the challenge for educators was "to motivate students to want to learn." She called for (a) clear goals, (b) high standards, (c) a partnership between students and teachers, (d) a positive learning environment, (e) more interdisciplinary approaches, (f) priority allocation to those most in need, (g) an important role for parents, and (h) mastery of a second language.

At the December meeting of the Commission, Freedman cited the border location as an impetus for students to master a second language. "Bilingual education is needed from kindergarten on. Why can't we get it?" Mardirosian remarked that Spanish is not a high status language. "We attribute to bilingual a less than quality, when in fact we could say this child has a beautiful language that is already under his belt, now we are going to teach him another beautiful language and this child will be twice as beautiful."

In the interview with Jacobs after the Commission concluded its work, he expressed a different view regarding the language issue. While he thought languages were important, it was difficult to get the immersion that students need in the public schools. Students need opportunities outside school including widespread travel to really become very fluent. This was much easier in Europe where people are always exposed to other people of different languages.

Until April, the report draft included recommendations for a compact between the community and the schools, for the integration of technology into the schools and for school restructuring. At the April 30 meeting, Freedman announced that he wanted two other recommendations

in the report. In order to prepare for our international role, he felt we should be teaching a second language. There was a general consensus of support by the mods and positive facial expressions. Ollman added that every student should visit Mexico to see the reality. Freedman suggested that technology could be used to teach the language. (His second recommendation was for racial and cultural integration.) By the time the report received Commission review on May 7 and 14, learning a second language was one of the five recommendations included. The recommendation stated: "Expand Second Language and World Studies Curricula. Take advantage of San Diego's unique location as an international gateway to Latin America and the Pacific Rim by encouraging all students--beginning in the primary grades--to learn a second language in addition to English and to better understand world cultures."

The genesis of this recommendation could well have been grounded in one of the early belief statements which said in part: "We believe a public education systems is essential to the existence and advancement of our democratic society. Through the schools, young people learn about the basic principles and history of American democracy, gain an ethical understanding of how to interact with a diversity of cultures."

The Commission members were keenly aware of the changing demographics which project that Hispanics will comprise the largest ethnic group in California by the year 2000. They were also aware of the global interdependence of our country's economy. International trade and relations among Pacific Rim nations are enhanced by the

ability of San Diegans to communicate with and understand different cultures.

This recommendation won acceptance with little debate as long as a second language was not being mandated. The fact that the Commission did not deal with the means for achieving the second language vision allowed the members to be less conservative in their recommendations.

Policy Decision on School Finance

An indication that a recommendation regarding school finance might be included could well be traced to a response offered by Gail Boyle. When Ollman pondered how we could make public schools one of the drawing cards for San Diego, she was quick to add that we would have to pay teachers more to get quality people. The Commission had been told by Ottinger that education as a percentage of the gross national product needed to increase since California ranked 49th in the country in expenditure per student. He wondered how we could restore credibility to the public schools so that people would be willing to pay for quality education. With some despondency about the dependency of local schools on state financing, Jacobs said: "We need to identify what we can do without state help and what we will need from the state."

Although there was no direct discussion of school finance in the early Commission sessions, there was no doubt that the group took it as a given. An early guiding management concept expressed in the August retreat was to "identify resources, human and financial, the schools need and then allocate them." State, local, and federal budgets were included in the facilitating goals the Commission members saw as

necessary to achieve. As members brainstormed at the retreat, they expressed beliefs that "we were not providing anywhere near the resources (people and dollars) needed for public education and that the kind of education system we received had some correlation with the distribution of goods and services within the community." Some members believed that we should apply resources in relation to the need while some believed that improvements could be made even without additional resources. The strategies were needed both for allocating and increasing resources. The strategies also needed to include a system of incentives and rewards.

Both the Carnegie and Commons reports called for making teacher salaries more competitive. During the March Commission meeting the question of how we would fund the recommendations became more serious. The district had just concluded a budget reduction process in which over 10 million dollars were cut from the 1987-88 budget. Such an exercise only seemed to heighten the Commission's anxiety about the need for long term funding.

Still, no recommendation on funding had been formally suggested. At the March 26 meeting, Commission members gathered to hear reports of various subcommittees. Viado reported on the survey she had administered to student body presidents. Terrell, who attended for Churchill, reported on the work of the technology task force. The group took time to decide how it would determine when consensus was reached on the report. While the commissioners agreed that a small committee might edit the final version of the report, there was still concern that the language used in the report to present a picture of need was divisive

because the growing numbers of minorities seemed threatening to many people. It was at this point that Freedman suggested adding to the report a discussion of funding, Proposition 13 and state control under the Gann initiative. Again, at the April 30 meeting, Brucker emphasized the need for adequate and consistent funding for schools to do the things the Commission was recommending. Freedman added his support. By the May 14 meeting, all areas for the five proposed recommendations had been solidified including among them the "Creation of a stable independent and increased funding base for schools."

Schools in California receive approximately 85% of their funding from the state. The governor's budget is first presented in January and by law should be adopted by June 15. On many occasions, adoption comes much later. Because there is no forward funding mechanism, confirmed information about funding that will be available to support schools lags behind a calendar requiring personnel decision several months before. This process creates a real dilemma for schools. Additionally, the per pupil support of California students is relatively low compared to other states, creating substantial shortages and a backlog of needs for direct student services, support, and facilities. In the midst of the Commission's deliberations, the Board of Education had to make ten million dollars in cuts to balance the budget, and it continued to endure protracted collective bargaining negotiations largely because of money disputes. Commission members felt that the schools would continue to get whipsawed between the governor and the legislature unless a secure funding base were established, and that collective belief seems

to have been the major motivation for putting the fifth recommendation in the report.

Excluded Recommendations

Recommendations included in the report gained approval by a formal vote of the Commission. Similarly, the Commission determined by group vote that no proposals beyond the five would be presented as major recommendations. The report, however, would include a page of additional recommendations which were agreed upon by the members.

Ollman had called for schools to make more extensive use of community resources such as the museums, and Freedman had wanted a major recommendation on racial and cultural integration. The additional recommendations included to (a) expand the school day and school year to provide greater schedule flexibility, (b) offer vocational and special interest classes to all students for exposure to a wide range of subject areas, (c) conduct yearly goal setting sessions with students to reinforce the purpose of school, (d) make a team of teachers responsible for a set of students in a cooperative teaching and advising format, (e) develop preschool and K-3 programs with a focus on literacy skills and strong parent involvement, (f) have the school district provide a warranty of each graduate's proficiencies to future employers, and (g) implore local television stations to offer educational programs between 6 and 9 p.m., or to provide financial support to expand visual and performing art education. These recommendations were included in the written report and were part of the final presentation to the superintendent and Board of Education.

In summary, the analysis provided in this chapter indicates that the Commission developed its own culture as a group and this culture-building process took place primarily during the first five months of the Commission's existence. Secondly, the decision-making process in the Commission whereby the five recommendations achieved consensus varied with each recommendation. The community coalition and technology recommendations were largely the result of one person's influence in each case--Filner and Churchill. The restructuring recommendation seemed to flow out of the business and reform climate of 1987 and was perhaps pushed by Ottinger in its early stages. Mardirosian and Pendleton helped considerably in gaining approval of the recommendation at the December meeting. The second language recommendation was initiated by Freedman and seemed to fall into place without much debate. The finance recommendation was also initiated by Freedman, and it too was accepted by the Commission with little controversy. This recommendation appeared to be an afterthought, and the members seemed to feel that they had to say something about adequate finances.

CHAPTER VI

CONCLUSIONS AND RECOMMENDATIONS

Since the early 1960s, futurists had begun to focus on the interrelatedness of the world condition and the rapid pace of change. Throughout time, people have always adapted to their environment through learning, adopting patterns for dealing with known and recurring conditions. But the rate of accelerated change during the last few decades raised questions about the ability to address complex changes and crises in this manner. Botkin et al. (1979) proposed a conceptual framework for innovative learning which would prepare one for action in a new situation. By forecasting coming events and evaluating maximum and long term consequences of current decisions, one could select desirable trends, avert harmful ones, and create new alternatives.

Powerful demographic changes are underway in the United States and throughout the world. School officials cannot confine themselves to internal organizational change because schools are part of the global whole. By accepting this global perspective, educational planners can have a hand in shaping functions which traditionally have been outside their sphere of influence.

Many futurists have cited the years 1986 to 2006 as the most crucial lead time for planning the attack on global problems (Shane and Tabler, 1981). The onslaught of commission and national studies during the 1980s appears to be an appropriate response to the growing concern about global interdependence and the ability of our country to maintain

a position of prominence. Educational systems must be aligned with global and national values (Grauer, 1988).

Marien and Ziegler (1971) suggested that there was a growing suspicion among students, educators, and policy makers that the future would be sufficiently unlike the past to raise questions about the present aims, content, and structure of education. This theory is further expanded by Sculley (1987) in his discussion of planning for the future. Sculley, co-founder of Apple Computer, used a process which would project future direction several years out and then work backward to the present in small increments of time, creating a visual portrait of what the company would be like and what would have to get done to get to the future. He reasoned that planning was more than an analytical approach, but included ideas, beliefs, and perspective.

Following the theory of Botkin et al. (1979), that more people from throughout the world needed to be partners in decision making about local and global issues that affect their environment and lives, the Schools of the Future Commission in San Diego highlighted participatory learning as a means of getting many people engaged in a common search to understand a problem. A local, state, or national commission with broad representation can be viewed as this kind of collaborative endeavor. However, as concluded by Botkin, participatory learning is not a panacea process. It is harder to motivate people for the common good than it is to motivate them for a vision of common danger. This perceptual problem was also a struggle for the Schools of the Future Commission because the danger was not imminent and the need to avoid undesirable consequences did not appear urgent.

Objectives of the Study

The primary goals of this ethnographic study were to analyze the culture of a large city school commission appointed to make recommendations for the school district, and to recommend guidelines for use by educational leaders and policy makers in planning for the future. The specific objectives of this study were to use ethnographic research to:

1. Describe the culture of the San Diego Schools of the Future Commission.
2. Identify and analyze the patterns which emerged to give meaning and perspective to the actions of the members of the Commission, and
3. Use the information to develop guidelines that could assist educational leaders and others in school district planning for the future.

Culture of the Commission

Schein (1985) described culture as a term used widely to explain many things that go on in organizations. As an ethnographer, I have provided a cultural description of the Schools of the Future Commission, the originating events that contributed to its formation, the leadership structure and procedural rules, the establishment of behavioral norms, and how the Commission worked on its tasks. This level of understanding was developed through participant observation of Commission meetings and exploring fully the thinking of an informant.

The detailed description of the study (Chapters IV and V) offers statements about the environment in which many interactions occurred,

information about various Commission members and their behavior, and the themes that characterize the relationships within the Commission. The ethnography has been written for an audience of educators and policy makers in schools who have a particular interest in futures planning.

The Commission was a group of well educated community leaders of considerable influence. Mostly white and male, they represented all the major constituencies of San Diego, including educational, political, and business interests. They brought to the Commission a set of common educational, social, and civic background experiences which made communication and socialization easier. The tradition of convening around a conference table for discussion was a familiar feature in each of their occupations.

It took about three to four sessions before group norms were established, roles were defined, and members felt comfortable interacting with one another. One of those norms was a healthy respect for time. With sessions generally planned for two hours, the dialogue was for the most part focused and the group stayed on task.

This was a group with strong beliefs and values which members expressed with candor and feeling. Although debate was intense and some confrontation ensued, views were offered with respect; arguments generally centered on issues rather than on personalities.

Commission members reflected on the increasing diversity of the school district. By the year 2000, one of every five pupils in the nations public schools would be nonwhite. The education system would include more children who are poor, culturally and linguistically diverse than ever before (Strickland and Cooper, 1987).

Louv (1983) envisioned a world which would further the trend of two Americas, one that gets the good services it can afford to buy, while the other is left behind, without resources. He felt that time is running out for cities of America II, like San Diego. He reasoned that the prediction of the Kerner Commission that Americans would soon be living in armed camps was quickly coming to pass. We are fragmenting into subsocieties, regions, information rich and information poor. Louv felt we needed to define what we want and then try to get that for all the people.

The Commission espoused a set of basic beliefs and ideology which held that education is good and an educated citizenry is indispensable to a free society. Excellence for all was a universally affirmed value. Support for public education was viewed as a communitywide responsibility and all members felt that public education should be vastly improved.

Organizationally, the Commission functioned with some formality, although rules and regulations were not so regularized as to encumber the flow of conversation. The chairman presided over meetings, following a prepared agenda. Meetings were orderly with very low levels of interruption; generally one person spoke at a time. Most decisions were reached by consensus except the recommendations; they were formally voted upon by Commission members. Meetings, which were held on weekday afternoons, were characterized by an openness in the environment; members called each other by first names. Most expressed themselves clearly, confidently, and without excessive emotion.

While members comprised a majority of those in attendance, each meeting included some nonmembers who observed and/or participated in the discussion. Except for placing a limitation on who would vote on the final recommendations, no boundaries were drawn for inclusion and exclusion in the meetings.

Filner assumed the appointed leadership role as Commission chair. His personality style in this position was generally cooperative, facilitative, encouraging greater group participation and communication. Some experts believe this approach leads to "lowest common denominator" group solutions. This did not appear to be a natural manner for the chairman. Several other members exerted leadership influence in promoting a recommendation of their interest, in giving shape to the Commission report, and in setting the meeting agenda. This individually competitive relationship led to the adoption of five recommendations for which there was substantial ownership.

Meetings of the full Commission were held monthly with subcommittee sessions convened in the interim. As deliberations drew toward an end, additional meetings were scheduled to complete the work. Throughout the proceedings, absenteeism among Commission members ran high and was a matter of concern to several in the group.

The ongoing work of the Commission drew heavily on staff support provided by Ottinger. He prepared minutes, did research, prepared drafts of report sections, handled communications and publicity releases, and ultimately served as principal author of the Commission report. He also made logistical arrangements for meeting locations and public hearings. The chairman met with him regularly to plan agendas

and follow-up action. My observation is that Ottinger exerted considerable influence over the agenda and the content of the report.

Most of the Commission members shared a common professional rank and were viewed as possessing equal status and power. A common language and conceptual background added to the ease of communication. Except for perhaps the student member, there was enough common culture among them to facilitate problem solving from a shared set of assumptions. Additionally, several of them shared a previous relationship and already had the experience of "doing something together." A normative consensus system fostering goal consensus attainment between the leader and members was at work. Members attached a moral involvement to public education.

As a comment on the composition of the Commission, I feel that selecting community leaders is a good practice because of their span of influence and because of the ideas and resources they bring. Their commitment to a goal projects important momentum to the broader community. But the selection of members from a single socioeconomic strata places a unique responsibility on the group to be knowledgeable about and sensitive to a diversity of needs. Further, there is a duty to express the thoughts of those whose experiences are not represented in the Commission membership. Notably, some groups such as school administrators and parent leaders were absent.

Strong convictions bespeak of a motivation to act. The Commission was well served by individuals who would engage in risk-taking discussions on key societal issues. Strongly held and espoused opinions may have been intimidating to less confident and assertive participants.

A few among the group remained fairly quiet but were engaged. Occasionally, they presented ideas in writing. Had they been encouraged to interact with the group, more insightful ideas might have been proposed.

It is difficult to know whether members would have supported longer meetings that started earlier in the day or more weekend sessions. It is clear that more indepth discussions and possibly more creative solutions might have been generated had there been additional time to think together and had sessions not been scheduled at the end of already exhausting workdays. However, it was apparent that members worked with demanding personal schedules and were not willing to commit to more meetings than those that were scheduled.

The Commission viewed itself as capable of making a difference and the effort as worth doing. There was a certain belief in self and "locus of control" that the Commission, and broader public whom they influence, could and should do something to change the destiny of public education.

The ability to transform the attitudes of our institutions toward growth and change is a long range goal. It is related to how we handle this dilemma on a personal level. All adults, said Gould (1978), have a need for the right mixture of security and freedom that is a sense of being grounded in and sheltered by a familiar and comprehensible reality.

The group legitimized open discussion and debate as the way to get at the best answers. The ideas that survived would be treated as winners. One wonders if the background of Commission members was

sufficiently interdisciplinary to judge well. Would an expert in a field such as technology, or a teacher with expertise in pedagogy have an edge? The immediate deference paid to Churchill and Boyle highlight this concern.

The Commission worked with a lot of written material, including memoranda, reports, drafts, national studies, correspondence and journal articles. This flow of written documents was taken for granted as one of the artifacts of Commission studies. Participants who did not experience such a paper avalanche in their daily work might have found this experience frustrating and overwhelming. I do not think that these participants had a problem with this large quantity of papers.

We learn from these experiences some suggestions that may be generalized to other commissions. Initially, it will take some time for members to settle issues of position and identity. The group must reach consensus on assumptions so they know how to orient themselves and define relationships. A philosophy of operating becomes helpful in bringing the group together behind a core mission. Future commissions should not become frustrated with the lack of focus of their initial sessions. Rather, they should plan time for sharing values to determine common beliefs and proposed solutions which come from those convictions.

Those chairing commission meetings, as well as the members, should understand that everyone comes into the situation with some need to have influence, to determine how influence, power and authority will be allocated. Specifying rules about how decisions will be made, indicating what the chair wants, and being clear about the charge help, although group formation will involve a certain amount of testing. This

is the time for the chair to exert influence by initially applying his/her own criteria.

Eiben (1976) pointed out the importance of environmental factors in preparation for group activity. Physical surroundings, room temperature, the floor covering, surroundings free from distractions and noise, and furnishings all affect the manner in which the group functions.

Attention should be given to the physical layout, meeting location, how the chair runs the meeting, discussion rules, how members interact, and the orderly processing of the agenda to promote openness, informality and respect. The chair should try to maintain a dynamic environment on the premise that enthusiasm and well managed confrontation provide a good forum for ideas to be debated.

Future commissions must plan for staff support. Given the busy schedules of members and their erratic attendance patterns, good communication becomes critical. Further, the timely documentation of ongoing proceedings is important to maintaining the continuity of the commission thought. The staff work becomes the glue to the functional operation of the commission and its historical development.

Commission Patterns

Experts such as Schein (1985) speak of organizational culture as certain meanings including: (a) observed behavioral regularities, (b) working norms, (c) dominant values, (d) a philosophy, (e) rules of the game, and (f) a feeling or climate. Culture embraces the basic assumptions and beliefs that are shared among the members in the process

of solving problems. The shared view has worked for so long that it has dropped out of awareness.

Theories of group dynamics and group growth may explain how a culture evolves. The Schools of the Future Commission was an evolving social unit within the larger host culture, the San Diego community. When a number of people in an organization seem to behave the same way, when others treat the behavior as normal and when they experience behavior which is not random, it is believed to go beyond the effect of individual personalities and is patterned. Certain patterns were characteristic of the Commission. Though largely invisible and unconscious, the patterns allowed Commission members to present themselves in a consistent and congruent fashion.

Major Commission Themes and Patterns

As I analyzed the culture of the Commission, these are the major themes that seem to characterize its proceedings. Conclusions 1 - 10 were derived from an analysis of the Schools of the Future Commission in comparison with other state and national commissions. Conclusions 11 - 16 are limited to an analysis of the Schools of the Future Commission.

1. Participation in decision making is important in developing awareness across broad constituencies and for developing ownership for common goals.

This conclusion is affirmed by Naisbitt (1982) in his discussion of how America is restructuring in its shift from an industrial to an information society. The change includes a shift from representative to participatory democracy. This ethic of participation is spreading

across the country, prompting those whose lives are affected by a decision to expect that they should have a greater voice in how such decisions are reached. Naisbitt's contention is that this value is not only permeating local politics but state and national bodies as well, reflected in the unprecedented growth of referenda and initiatives.

2. The Commission must be large enough to be representative of the diversity of groups and interests.

Broad representation and participation is a belief undergirding the establishment of all of the national educational studies of the 1980s; notably, The Report of the Task Force on Teaching as a Profession (Carnegie, 1986), A Nation at Risk, (National Commission on Excellence, 1983), and Time for Results, (National Governors' Association, 1986).

The size of each group seems to be dictated by what was appropriate to ensure constituent representation. In the case of the National Commission on Excellence, it was 18 members. The Carnegie Forum on Education and the Economy included 14 members while the National Governors' Association worked from an organization of seven task forces, each of which had 7 to 8 members.

3. Revolutionary proposals are not likely to come from a broad spectrum committee because members see their role as achieving a common consensus.

As is reported of the Carnegie Task Force, members of such groups are not chosen because of their agreement on educational issues. More likely they are influential leaders who represent a broad spectrum of interests and constituencies. Debate is rigorous and consensus on some

matters is difficult to achieve. The major structural recommendations for change do come forward although many individual creative ideas do not make it to center stage. Bacharach and Lawler (1981) suggested that the theory of influence networks may also be operative. Certain social networks may exist within a group. They follow a pattern set up by the kind of relationships that exist among group members, and these coalitions and connections can be counted on to exercise a clustering of reciprocal actions on certain decisions. Although, it is true that each interest group seeks to have its views reflected in the policy decisions, the common goals may be strong enough to hold the group together.

This penchance for not delivering revolutionary recommendations is not necessarily reflected in some of the national studies, particularly those done by business and political leaders. Time for Results (National Governors' Association, 1986) delivered a tough set of recommendations that call for radical changes in teacher salaries, school accountability, preschool education, and year round schooling. Investing In Our Children (Committee for Economic Development, 1985) called for intervention when schools fail to perform and greater trust in the initiative of individual schools. Kearns and Doyle (1988) called for businesses to set the new education agenda which would include free market choice among schools for children and teachers. Perhaps, the imperatives come more strongly from the business and political communities because they realize that a healthy and strong society depends on the ability of American enterprises to compete successfully with foreign countries. American companies now spend millions of

dollars providing remedial training for their employees. Aside from philanthropic and altruistic reasons, profits depend upon education.

4. Key community leaders are limited in the amount of time they can devote to committee involvement.

Reports from several commission studies including the California Commission on the Teaching Profession (Who Will Teach our Children, 1985) and the California Middle Grades Task Force indicate that while attendance for most members was good, a few participated in only a minimum of sessions because of demanding schedules. How much inconsistent attendance affects the proceedings of the committee is not known. At least two members of the Schools of the Future Commission expressed verbal concern about members whose attendance had been sparse and the impact of their nonattendance on the final report. Certainly, this reality must be taken into consideration by planners of such studies.

5. Commission members have difficulty working with the ambiguity of a general charge.

Although the country is moving in the direction of increased participation and collaboration, the experience and training of most adults still follows an autocratic, directed format. Therefore, there was discomfort without some structure, parameter, and a sense of direction. I have concluded that the Commission might have moved more quickly and achieved a more substantive exploration of the issues had there been a clearer statement of the district's expectations for them. The literature related to this point is mixed. In the case of the report of the California Commission on the Teaching Profession, the

charge was broad: "to study the state of the teaching profession for grades kindergarten through high school and to recommend actions to improve it" (1985, p. 55). The National Governor's Association was much more specific, focusing on seven questions which the governors' raised about teaching, parent choice, school calendars, technology, preschool preparation, and school leaders. The work of the Holmes Group (1986) surrounds a group of five major goals.

- a. To make the education of teachers intellectually more solid.
- b. To recognize differences in teachers' knowledge, skill and commitment, in their education, certification and work.
- c. To create standards of entry to the profession -- examinations and educational requirements -- that are professionally relevant and intellectually defensible.
- d. To connect our own institutions to schools.
- e. To make schools better places for teachers to work and learn (p. 4).

Gould (1978) tells us that anxiety is often derived from too rapid change. We need a structure of patterns and values to live within. Even though it is important to help build that structure, it is difficult to transcend the biological fear of change.

6. Most commission studies seem to employ a common format which includes presentation by researchers in the field, public hearings, review of research materials, and deliberations among the cross section of commission members.

Although some commissions made use of more elaborate networks and task forces, all seem to have these components in common. Most made provision for memoranda of comment, reservation, or dissent. It was interesting that the Schools of the Future Commission did not. In fact, it took deliberate action to disallow any minority reports. Certain Commission members whose recommendations were not approved to be included as part of the final report felt strongly that they had creative ideas which should have been available to readers. In the end, these recommendations were included in the written report as additions.

7. Commission studies are the result of strong leadership. They don't just happen.

As stated by Schein (1986), leadership is managed culture change. While the appointment of a commission was not all attributed to the personality and personal qualities of the superintendent, some of the motivation must certainly come from the shared learning that he experienced from his participation in the many state and national educational groups. This experience gave Payzant vision, the ability to articulate it, and the initiative to lead the group in adapting to changing environmental conditions. A strong leader understands the trends represented by the events and ideas in the world about him/her. "Trends, like horses, are easier to ride in the direction they are already going" (Naisbitt, 1984, p. xxxii). The metaphor is used to describe the shift from centralization to decentralization led by former President Ronald Reagan. Other trends of which the superintendent was keenly aware include a shift from representative to participatory

democracy and a move from hierarchal structures to network relationships.

One of the most important elements of a leadership situation is the style of the leader. Leaders develop their style over a period of time from experience, education, and learning. Followers behave according to the way they perceive their leader. Sometimes a temporary change in leader behavior is required to be more compatible with the followers (Hersey & Blanchard, 1977). There is evidence that Filner was able to temper his normally combative style in the interest of other goals.

8. Commission studies tend to stay at the level of broad policy statements and recommendations.

School districts are left with the responsibility of developing action plans. Most would agree with Cetron (1985) that broad recommendations are an important starting point. They underscore needs, help to rally communities, and build more support for education. Undoubtedly, what the Schools of the Future report would mean for increased attention to public education in San Diego, was far more important than the report contends. Commission members who were interviewed felt the report gave the superintendent an important opening for making changes he might want to pursue.

Futurist Toffler (1983) said there is always room for human influence, planning and organization. Behind the waves of change stand individuals. All changes, the successes and tragedies of history are made by people making decisions and choices. A particular future is not necessarily predetermined. This means that "all sorts of people can contribute to that transformation, not simply political activists or

'professional revolutionaries.' It means that scientists and executives and philosophers and feminists and teachers and nurses and civil rights activities and environmentalists and software designers and all sorts of other people have roles to play, and not just as subordinate legions swept along behind some 'vanguard part' or class" (1983, p. 212).

9. Commissions seek some means to convey the urgency of their concerns.

Historically, commission studies do not follow social science research models producing findings which are held up for validity and reliability testing. They are primarily the opinions held by commission members. Therefore, a compelling case for the significance of their recommendations must be made on other than results of a rigorous scientific investigation. The Commission needed a way to claim the public's attention on the future of education and its relationship to the overall quality of life.

Researchers who have studied the commission process believe it is the ceremonial and inspirational qualities of the commission which are the most important. Given this accent on symbolic qualities, it becomes more important to ensure the involvement of influential key leaders. Even though they have their own political agendas, individual actors will coordinate their actions with others to accomplish shared objectives (Bacharach & Lawler, 1981). Concentrating on the influence network is critical to reaching certain coalitions and interest groups. This fact was not lost on the experienced politicians among the Commission members.

One explanation for why commission studies tend to stay away from exact prescriptions for solving problems is that it is easier to achieve an expectation of raising key issues than be held accountable for the effectiveness of a diagnostic and prescriptive procedure for educational reform. It is easier to agree on the broad goals of schooling but difficult and potentially devisive to focus on strategies for how to achieve them. Commission proposals for reform must appear possible to the general public and must exhort those who read them to prompt action.

Just how much the Commission pushed itself to dream in nontraditional ways is not known. Adler (1983) contended that the most frequent mistake we make is to convert the merely improbable to the impossible. Recognizing the difficulty of a problem should not lead us to turn our back on it as insoluble.

An emphasis on the ethnographic dimension does not focus on immediate problems, but it serves constructive change better in the long run because it links education with social history and anthropology (Hymes, 1980). This assumption is supportive of strategic planning and establishing ideals which are the zenith of commission work.

10. Increasingly, commissions are organized around a membership that includes only a few educators and more business and university representatives.

The view of Ginsberg and Wimpellerg (1987) is that this composition represents a feeling in the eighties that educational reform is not to be left to the educators. Businesses are beginning to share much more of a responsibility for educational improvement. Many believe, as with the Governors' Association, that without their "leadership, most of what

needs to be done won't get done" (National Governors' Association, 1986, p. 4).

11. Commission meetings were prescheduled and tended to be somewhat formal with specific expectations for what should get done.

Some kind of formal meeting room was designated for each. The table arrangement had a distinct head or leader position, establishing some level of hierarchy. Give and take discussions seemed to predominate the deliberations with few presentations. Lots of informal talk took place among conversation groups during breaks and before sessions. This general atmosphere was similar to that reported by participants from other commission groups.

12. Each Commission member brought to the group his or her unique past and a certain way of interpreting what she or he saw.

The member's ethnic background, sex and training influenced his/her perspective. For instance, Davis' schooling experience had included a strong emphasis on writing. The career interest of Churchill focused heavily on use of technology in schools. Boland's understanding of how to improve achievement included literacy and tutorial assistance backgrounds. Mardirosian's Hispanic experiences were clearly prominent and Freedman and Friedman expressed their views within the context of a highly educated upper class white male.

13. Communication and publicity about the Commission's work was important to Filner.

Filner was careful to communicate regularly with key community leaders, university representatives, the media, and others such as the mayor. There were always offers to provide more information, to meet

with them or participate in specific forums. The accomplishment of certain political goals required high visibility and a platform for discussion of the key issues.

14. The presence of a participant observer did not appear to affect the interaction among Commission members.

Members expressed their views fully even though they were aware that the observer was taking extensive notes. They were equally comfortable with open-ended interviews. These were all high profile experienced leaders who were not intimidated by inquiries about what they were doing. Indeed, they welcomed the spotlight.

15. There is always the possibility that participants will not be consistent as they share perspectives, feelings, and beliefs from one situation to another.

What Commission members had to say in open interviews and other settings was generally consistent with their behavior in Commission meetings. There did seem to be much more of a willingness to highlight the political nature of the Commission study in interviews outside the official meetings, and many Commission members discussed the matter openly.

16. Few Commission members had high hopes for the impact of the report, even among educators.

Given the reality that most studies of this nature had enjoyed a short life of high priority and were then left to gather dust, members did not have high expectations for its ultimate impact. Since any reform must ultimately be related to changing what teachers and students do in school, what parents do at home, and what business and community

leaders do, they wondered about the ability of a general, nonspecific report to generate the enthusiasm and momentum for such changes.

Reflections on the Schools of the Future Commission's Report

San Diego Commission members were convinced of the reality of changing demographics and our global economy. Their first-hand association with Japan and other Pacific Rim nations further supported a view that "we can't have a world-class economy without a world-class work force, from senior scientists to stockroom clerks. And we cannot have a world-class work force without world-class schools." (Kearns & Doyle, 1988).

Community leaders recognize that the United States is globally interdependent with other nations and our economy will be affected by an ability to provide a highly skilled work force. Experts agree that communication, the ability to work collaboratively and cooperative decision making are the skills of the future.

Fostering a global perspective in curriculum is important and foreign languages are critical for involvement in business and politics in a shrinking world. Preparation for internal competence must begin in the early grades. These curricula, said Cetron (1985), will develop with the involvement of administrators, teachers, and community members setting goals, implementing programs, and evaluating results. Community leaders see the importance of second language acquisition for communicating with others around the world and for understanding other cultures. This is expressed best by Boyer (1983, p. 2) when he said, "The world may not yet be a global village, but surely our sense of

neighborhood must include more people and cultures than ever before. What happens in the farthest corner of the world now touches us instantly."

Change in public education to put United States citizens at a competitive advantage includes foreign language at both elementary and high school levels. This recommendation is supported by Kearns and Doyle (1988), Boyer (1983) in his proposed core of common learning, Goodlad (1984) in his discussion of curricular balance, and Adler (1982) in his view of basic schooling.

The Schools of the Future Commission members who were community leaders believed that students will need higher order thinking skills to master tomorrow's jobs. They believed that this kind of process learning will more likely occur where teachers have greater autonomy and make decisions about the instructional program.

Cohen (1979) felt the rising preoccupation with a lack of accountability was the key motivation behind new ideas in school governance. In 1979, citizens believed schools were not subject to popular control and were performing less well with regard to test scores, literacy, and meeting college entrance requirements. By contrast, support for public schools had grown considerably by 1988.

To get much higher levels of performance out of the schools without greatly increasing the costs will require fundamental restructuring to put more emphasis on performance rather than spending more on current programs. The structure of fifty years ago fit the smokestack economy but not the needs of the information age. Commission members concluded

that schools must basically be restructured in order to function better and achieve the new learning outcomes students will need for the future.

The isolation of the classroom teacher and the cellular organization that characterize the practice of teaching are well documented in the literature. Teachers have little opportunity to observe their peers, compare classroom practices or to share with one another. Reforms that concentrate on specific content and strategies can only have marginal influence. To have fundamental change in classroom practices is to alter the conditions of teachers' work.

Commission members had little working knowledge of schools and were hesitant to provide direction in these areas. They spoke best to visions and desirable outcomes with schools given the flexibility to develop specific implementation designs. But they were as strong in their conviction as Kearns and Doyle (1988), the National Governors' Association (1986), Boyer (1983), Goodlad (1984), and the Committee for Economic Development (1985), all of whom stated that major structural reform is needed. Like the Committee for Economic Development, all of these groups supported a bottom-up strategy for school improvement that draws on the experience of business and the research on school effectiveness and effective teaching.

An important lesson on thinking about the future is shared by Ravitch (1985).

To reflect on the fate of predictions is a sobering experience. A teacher whose career began in 1960 has lived in an era of failed revolutions. One movement after another arrived, peaked and dispersed. Having observed the curriculum reform movement, the

technological revolution, the open education movement, the free school movement, the deschooling movement, the accountability movement, the minimum competency movement, and more recently, the back to basics movement, a veteran teacher may be excused for secretly thinking, when confronted by the next campaign to 'save' the schools, "This too shall pass." (p. 303)

She points out, however, that not all efforts to reform the schools have floundered. Schools are better off when compared to 25 years ago by most measures, including student retention and graduation at all levels. The changes that take hold seem limited, specific, and related to the concern of those who must implement them. If proposals for restructuring appeal to teachers' educational ideals, respect their professionalism and build on their strengths, they have a strong prognosis for success. Unlike many of the reformers, Ravitch (1985) does not scoff at piecemeal change. She said small changes are likely to be enduring. It's a matter of setting one's sights and devising "a series of small moves in the right direction" (p. 308).

Commission members expressed a belief in San Diego public schools and they believed that broader community support can be generated through collaborative efforts such as a San Diego Compact. Naisbitt (1984) contended that the United States is moving from a managerial society where people rely on government to provide basic needs to an entrepreneurial society built on self-help groups and community. Thousands of businesses and communities are taking responsibility for their own crime prevention programs. In Beverly Hills following Proposition 13, wealthy residents quickly raised \$100,000 to make up for

the slack in education funds. The trend toward more self-reliance rather than on institutional reliance is typical of such efforts as the Boston Compact and Eugene Lang's I Have A Dream Project.

Collaboration is in full swing across the country. School-business partnerships are commonplace. Major business collaboratives lead the way in support for school enrichment and excellence. Boyer (1983) cited such efforts as Pittsburgh's Partnership in Education, Atlantic Richfield's Joint Educational Project in Los Angeles, and the Volunteers in Public Schools Program in Houston. Many of the newer efforts enter into a nonbinding agreement stipulating that students will meet certain college or job entry level requirements in exchange for businesses committing themselves to giving students top consideration for jobs or entry into college.

The data from the 20th Annual Gallup Poll of the Public's Attitudes Toward the Public Schools (Gallup, 1988) continue to confirm a strong public support for education. The long decline in confidence in public schools of the 1970s appears to have bottomed out.

Commission members believed that San Diego educators should integrate technology into future schools. Like the National Governors' Association (1988), Commission members saw technology as a means of making education more effective and efficient. The increased diversity of the student population requires changes in instructional practices and strategies which address the variety of learning styles students bring to the classroom. There are innumerable applications of technology to bring lessons to where students are, provide opportunity for students to take unavailable courses from highly skilled

instructors, and permit participation in interactive networks. In light of issues surrounding equity with regard to qualified teachers, use of microwave, cable, and satellite systems offers a new opportunity.

Commission members were equally as convinced that technology would not take the place of a strong teacher. These are complementary systems whose use must be carefully integrated into the instructional program. Thus, without concomitant training of teachers, the likelihood that technology will improve classroom instruction or student achievement is small.

This priority is supported by Cleveland (1985) who acclaimed that the marriage of computers and telecommunications would be the central event of our time because of the dominance of information as a resource. But it would accelerate a future of great complexity requiring a generalist executive who could analyze the world around him/her, point out directions, negotiate priorities, allocate scarcities, settle arguments and calm tempers. Such a leader would be able to bring people together in an organization to make something different happen.

Commission members, like their counterparts across the country, viewed the financing of school improvement as one of the unresolved issues. To be sure, the attention that education is receiving has served to boost its support. But the enrollment growth and inflation make it difficult to stay even, much less enact the kinds of radical reforms which the Commission members felt were needed.

In the state of California, approximately 85% of local school funding is received from the state. Adoption of the state budget legally must occur by June 30, but that legal mandate is frequently not

accomplished by this deadline. In order to complete planning and staffing of schools, districts need information much earlier. Ideally, a calendar which provided forward funding such as is true for federal support would permit reasonable planning to occur.

In addition to knowledge of funding in a timely fashion, Commission members were also concerned about stable funding which would permit strategic planning about long-term educational issues. Similar thinking was the basis for the initiative drive which led to the passage of Proposition 98 in 1988.

Districts should empanel commissions for the purpose of establishing broad directional goals rather than specific strategies. Commissions are made up of business representatives, politicians, and others of the educational professions and interests. The political sensitivity of such a membership requires that the recommendations be generalized and abstracted as a kind of protective measure.

The district staff members who plan commission studies must also keep in mind the political position that such a group can take on. It is not unrealistic for individual members to promote their own political agendas. The political dimension of commission work is important to getting things done and understanding interactions among members.

It is important to raise community awareness around key educational issues. The commission needs a leader with sufficient knowledge, ambition, energy, and enthusiasm to promote high visibility efforts and articulate the overall recommendation.

Seventeen members invited to participate on a commission will not automatically achieve group status. Some structured strategic planning

process steps are needed to build that cohesiveness and sense of shared vision. If school staff do not possess facilitative skills of this nature, districts should employ the services of such a consultant.

Guidelines for School District Planning

The commission format, which has become so popular in the 1980s, is nearly 100 years old. Its general configuration includes an expert panel, some information analysis, and recommendations for broad policy change. The symbolic and ceremonial role of an influential group of community leaders presenting a report adds a level of significance to the issues. The findings of my own research and those described in the literature provide the basis for these practical guidelines for commission operation. I believe these can be generalized to other districts for their planning.

Selection of Commission Members. Some consideration should be given to a group size that will permit representation of the various community constituencies. This may include the education community, naming a limited number of teachers and administrators at both the K-12 and university levels. Because of its interest and unique relationship to education, the business community should have a large role. This interrelatedness of education and broader quality of life issues require the collaboration of governmental agencies and others that serve the general community such as the media. Parent and community representatives are important to appoint.

Ethnic and gender diversity criteria must be applied with significant effort to ensure minority participation. This is

particularly serious in urban areas which are more diverse and where concentrations of minorities may exist.

To be sure that the report has credibility and is received well by the public, the membership needs to include representative views. Political positions of Democrats, Republicans, liberals, and conservatives need to be part of the commission deliberations and debates.

Depending upon the location and issues, city, state, and county representatives should be a part of the group. This is particularly important when dealing with matters involving interagency collaboration such as meeting the health needs of students.

Some expertise should be planned for in the composition of the subcommittees. Additionally, the commission may need to contract with experts beyond the commission to do needed research and present commissioned papers as part of special hearings.

Charge To Commission. The experience cited by most studies is that the members work best when the charge is clear about the goals which are desired and when there is a great deal of flexibility in how the group addresses these issues. It is important to capitalize on the creativity and expertise of such a high powered group. To be sure a certain focus is maintained, the charge should name the key elements that are expected to be the subject of study; and if there are areas that should not be included, the information about delineation must also be specified.

Lines of authority are important to specify for effective communication. If the commission is appointed by the superintendent,

the report should be presented to the superintendent with follow-up or simultaneous presentations to the Board of Education and general public.

Clarity about expectations for particular deadlines and completion of the report are important to specify. These may need to be coordinated with other schedules and activities.

Commission Meetings. The impact of physical environment on the work of the commission must be an important consideration in planning. Meeting rooms should be comfortable and free from distractions. A prepared agenda and adherence to specific time limits for meetings contribute to the businesslike atmosphere and maintain focus and interest of the group. Locations that are central, and have plenty of parking reduce the potential of added frustration. Air conditioning can be a key factor, particularly if it is warm. Planning for meetings must include facility reservations and preparation of written materials.

The frequency of meetings will vary depending upon the urgency of the issues under consideration, the report deadline, the schedules of Commission members, and the distance members may be required to travel to meetings. If all participants are local, thought should be given to meeting biweekly.

Conducting the meeting requires specialized skills in presenting and summarizing issues, bringing closure and consensus to discussion, mediating conflicts, and keeping the group on task. A manageable size seems critical to being able to use these skills effectively.

A commission should consider early in its deliberations the public nature of its work. While some of its sessions may not be open to

observers, there is some implied obligation to provide access both for observation and for dialogue between the commission and the general public. Depending upon the commission sponsorship, some groups must give notice to the public of its meeting schedule. Special public hearings are often held to provide communication to the public on the ongoing deliberations of the commission.

Staff Support To Commission. In every study which was reviewed, specific staff support appeared essential to completing follow-up tasks and drafting the report. Commission members will not have the time and, most often the expertise to do this work. Selection of staff must be based on both cognitive and interpersonal qualities. Intellectual competence, creativity, communication and research skills, and planning initiative are important attributes for the staff person to possess. Equally important is the ability to work well with the commission chairperson and with the commission. The staff person will be involved in intimate conversations with the chair and/or other members. Loyalty, trust, and confidentiality are necessary to ensure open communication and effectiveness in this role.

Expectations for the final product are important to be understood early in the commission's work. Is it to be a printed document? If so, how formal? What size? And what is the planned distribution? To whom is it directed? The literature seems to favor issuing fairly brief, concise, and focused reports. The reports of the National Governors' Association (1986) and the Carnegie Forum on Education and the Economy are among the largest, numbering well over 100 pages.

Presentation of the report is usually a key event commanding media attention and broad publicity for the commission recommendations. How the presentation is staged may signal how important it is perceived. Generally, reports are presented at special press conferences and major forums with follow-up sessions at conferences and community organizations.

Private budget support for a commission study is always preferred to ensure independence and credibility for the commission's work. Foundations are usually the major donors. Initial grants are normally moderate but are sufficient to cover staff support, printing, and a small budget incidental to the operation of the commission. The district may supplement with some financial and inkind contributions. Once the report is issued, additional support may be sought from foundations to assist in launching the implementation. Some districts have recruited major corporate sponsorships for initiating their reform efforts.

Successful commission operations seem to take in consideration many planning details. These include membership, commission charge, the meetings themselves, and the report product. In an era of increasing citizen participation in school decision making roles, attention to these areas is a matter of high priority.

Dissemination of Commission Report. Commission reports may be directed to several audiences, including the general public, community, business and university leaders, parents, legislative and government officials.

The Commission chair should plan for a formal report to the superintendent and the Board of Education, for media briefings, and for presentations to community, business and professional educational groups. Additionally, sufficient copies of the report should be made available to schools, parent and community groups, universities and departments of education, key community leaders and organizations with interests in education. A quantity of copies should be on hand for including in proposals to foundations and for distribution to other selected school districts.

Recommendations For Further Research

Historically, commission studies have not taken into account the conditions necessary for change (Gensberg and Wimpelberg, 1987). These studies tend to ignore the problems associated with implementation including requirements for support, commitment, and new skills and resources. A follow-up, indepth study of the implications for implementing each of the recommendations is an area suggested for further work. The Schools of the Future Commission lacked both the expertise and time to pursue that kind of exploration. And as has been true with other commissions, it did not consider a study of implementation appropriate to its charge. School planners and policy makers will require the next step to determine the educational soundness of each recommendation and justification for funding.

The focus of this Commission was on improving the public schools of San Diego to better meet the increasing diversity of student needs. The public's perception is that private schools are better than public

schools. What might a similar commission recommend that private schools do to better prepare students for the 21st century? Such a study would be useful in light of the national and state thrust toward parental choice.

The commission format has persisted for many years. Experts believe its popularity is attributed to its symbolic significance and its ability to arouse public attention. The membership of commissions has shifted more to business, political, and noneducator representatives. It would be useful to survey major business and corporation executives in the community to (a) determine if they feel the commission format is the most effective way to reach consensus on recommendations for the future of schools, (b) determine their support for funding such studies, and, (c) see if their recommendations would be in agreement with those presented in the Schools of the Future Commission's report.

The participant observer in a study like that of the Schools of the Future Commission walks a thin line between active participation and passive observation and must weigh factors of the setting and goals of the research. While an ethnographer who is part of the organization has some advantages of knowing the organization and its major players, it is not known how much that position impacted the research activities, data gathering and analysis, and conclusions. Conducting such a study using a completely independent researcher along with an ethnographer who is part of the organization may offer some important additional information.

Concluding Remarks

There is a powerful tension between real concern about the future and a commitment and capacity to do something about it. Policymakers, teachers, students, educators are trying to go about the business of inventing through education a human future in which mankind not only survives but survives with hope, dignity, justice, and beauty. Blair (1983) suggested that external environments, like internal environments, can function as initiators of contact change, but external environments have been shown to initiate this kind of change more readily than internal environments.

During the 1980s, more than 40 major reports which have taken a look at the future of education have been published. Many offer specific suggestions including a reexamination of the structure of schools, the role of the teaching profession, curriculum content, and support for education. Many of the recommendations draw upon business experiences and models. It will be interesting to see how well these strategies work in the school setting in the coming years.

A commission study offers a useful and popular format for engaging the larger public in issues about education. It provides for involvement of significant community leaders, creates media attention, and generates a sense of urgency to make changes in schools. In addition to the substantive recommendations that may come from such a study group, commission reports have inspirational qualities capable of mobilizing community resources toward major reforms.

The commission brings together a group of strong influential leaders who have ambition, motivation, and leadership influence. As

they work together, they develop a strong culture of their own which governs relationships, behavioral norms, communication within the organization, and the beliefs and values they will stand for. The San Diego school district effectively used the Schools of the Future Commission to bring into "high profile" the critical issues and concerns of its schools and to promote community support for a shared set of goals. This act of leadership is the essence of working to shape one's future instead of being shaped by it. We are more the creators of our futures than we are living out the futures we think are our destiny.

REFERENCES

- Adler, M. (1982). The paideia proposal. New York: Macmillan.
- Adler, M. (1985). Paideia problems and possibilities. New York: Macmillan.
- Allen, D. (1974). What the future of education might be. In T. W. Hipple, The future of education: 1975-2000 (pp. 3-19). Pacific Palisades, CA: Goodyear.
- American Association of School Administrators. (1988). Challenges for school leaders. Arlington, VA: Author
- Bacharach, S., & Lawler, E. (1980). Power and politics in organizations. San Francisco, CA: Jossey-Bass.
- Bestor, A. (1985). Educational wastelands. Chicago, IL: University of Illinois Press.
- Blair, B. G. (1983). Indicators of change: A study of the organizational change process. (Doctoral Dissertation, Claremont Graduate School and San Diego State University, 1983.)
- Bogdan, R., & Taylor, S. J. (1975). Introduction to qualitative research methods. New York: Wiley.
- Botkin, J. W., Elmandjra, M., & Malitza, M. (1979). No limits to learning. Oxford, England: Pergamon Press.
- Boyer, E. L. (1983). High school: A report on American secondary education. New York: Harper & Row.
- Burns, J. M. (1978). Leadership. New York: Harper & Row.
- Business Higher Education Forum. (1983). America's competitive challenge: The need for a national response. Washington, DC: Author.

- California Commission on the Teaching Profession. (1985). Who will teach our children. Sacramento, CA: Author.
- California Middle Grade Task Force. (1987). Caught in the middle: Educational reform for young adolescents in California schools. Sacramento, CA: Author.
- Carnegie Corporation. (1984). Education and economic progress: Toward a national education policy. New York: Author.
- Carnegie Forum on Education and the Economy, Task Force on Teaching as a Profession. (1986) A nation prepared: Teachers for the 21st century. New York: Author.
- Carriedo, R., Goren, P., & Ottinger, R. (1986, June). Educational reform and its impact on the San Diego Unified School District: A reflective look. Paper prepared for the Schools of the Future Commission, San Diego City Schools, San Diego, CA.
- Cetron, M. (1985). Schools of the future. New York: McGraw-Hill.
- Cirincione, K. (1981). The future of education. Beverly Hills: Sage.
- Cleveland, H. (1985). The knowledge executive. New York: Truman Talley Books.
- Club of Rome. (1972). The limits to growth. New York: Universe Books.
- Cohen, D. K. (1979). Tendencies in Public School Governance in Future trends in public policy Newett, J. Lexington, MA: Lexington Books.
- College Entrance Examination Board. (1983). Academic preparation for college. New York: Author.
- Committee for Economic Development, Research and Policy Committee. (1985). Investing in our children. Washington, DC: Author.

- Cornish, E. (1977). The study of the future. Washington, DC: World Future Society.
- Deal, T., & Kennedy, A. (1982). Corporate cultures: The rites and rituals of corporate life. Menlo Park, CA: Addison-Wesley.
- Dede, C. (1979). The state of the union in educational theory. In F. Kierstead, J. Bowman, & C. Dede (Eds), Educational futures: Sourcebook I (pp. 6-19). Washington, DC: World Future Society.
- Edmonds, R., & Fredrickson, J. (1978). Search for effective schools: The identification and analysis of schools that are instructionally effective for poor children. Cambridge, MA: Harvard University Press.
- Education Commission of the States, Task Force on Education for Economic Growth. (1983). Action for excellence. Denver, CO: Author.
- Eiben, R. & Milliren, A. (1976). Educational change: A humanistic approach. La Jolla, CA: University Associates.
- Elmore, R. F. & McLaughlin, M. W. (1988). Steady work. Santa Monica, CA: Rand.
- Fetterman, D. M. (1982). Ethnography in educational research: The dynamics of diffusion. Educational Researcher, 11(3), 17-22.
- Fink, A., & Kosecoff, J. (1985, January). How to use qualitative evaluation methods. How to evaluate education programs.
- Gallup (1987, September). 19th Annual Gallup Poll. Phi Delta Kappan.
- Gallup (1988, September). 20th Annual Gallup Poll. Phi Delta Kappan.
- Gardner, J. W. (1981). Self renewal: The individual and the innovative society. New York: W. W. Norton.
- Geertz, C. (1973). The interpretation of cultures. New York: Basic Books.

- Glaser, B., & Strauss, A. (1967). Discovery of grounded theory. Chicago, IL: Aldine.
- Glines, D. (1978). Educational futures I: Imagining and inventing. Millville, MN: Anvil Press.
- Goodlad, J. I. (1984). A place called school: Perspectives for the future. New York: McGraw-Hill.
- Gould, R. L. (1978). Transformations. New York: Simon & Schuster.
- Grauer, S. (1989). Think globally, act globally: A delphi study of educational leadership through the development of international resources in the local community. (Doctoral Dissertation, University of San Diego, 1989.)
- Guest, R. H., Hersey, P. & Blanchard, K. H. (1977). Organizational change through effective leadership. Englewood Cliffs, NJ: Prentice Hall.
- Handy, C., & Aitken, R. (1986). Understanding schools as organizations. Harmondsworth, Middlesex, England: Penguin Books.
- Harris, L. and Associates, (1985). The Metropolitan Life survey of the California teacher. New York: Author.
- Hersey, P. & Blanchard, K. H. (1977). Management of organizational behavior: Utilizing human resources. Englewood Cliffs, NJ: Prentice Hall.
- Holmes Group. (1986). Tomorrow's teachers. East Lansing, MI: Author.
- Hughes, B. B. (1985). World futures. Baltimore, MD: John Hopkins University Press.
- Hymes, D. (1980). Language and ethnography series. Washington, DC: Center for Applied Linguistics.

- Kearns, D., & Doyle, D. (1988). Winning the brain race. San Francisco, CA: Institute for Contemporary Studies.
- Kidder, R. M. (1986, September 23). Agenda for the 21st century. The Christian Science Monitor, p. 16.
- Lewis, J. Jr. (1987). Re-creating our schools for the 21st century. Westbury, NY: Wilkerson Publishing.
- Louv, R. (1983). America II. New York: Penguin Books.
- Lynn, D. H. (1986). Into the breach. Basic education, 30(5), 1-3.
- Malinowski, B. (1922). The argonauts of the western Pacific. London, England: Routeledge.
- Marien, M. & Ziegler, W. L. (1972). The potential of educational futures. Worthington, OH: Jones Publishing.
- Morgan, G. (1986). Images of organization. Beverly Hills, CA: Sage.
- Naisbitt, J. (1984). Megatrends. New York: Warner Books.
- National Center on Education and the Economy. (1989). To secure our future. Rochester, NY: Author.
- National Commission on Excellence in Education. (1983). A nation at risk. Washington, DC: Author.
- National Commission on Excellence in Educational Administration. (1988). Leaders for America's schools. Berkeley, CA: Author.
- National Commission on Excellence in Educational Administration. (1988). Educational futurism. Berkeley, CA: McCutchan.
- National Governors' Association. (1986). Time for results: The governors' 1991 report on education. Washington, DC: Author.
- National Governors' Association. (1988). Results in education: 1988. Washington, DC: Author.

- Patton, M. Q. (1980). Qualitative evaluation methods. Beverly Hills, CA: Sage.
- Payzant, T. W. (1986, April 1). Memorandum to the Schools of the Future Commission. San Diego, CA: San Diego City Schools.
- Policy Analysis for California Education. (1986). Conditions of education in California, 1986-87. Berkeley, CA: Author.
- Powell, A. G., Farrar, E., & Cohen, D. K. (1985). The shopping mall high school. Boston, MA: Houghton Mifflin.
- Rafferty, M. (1974). American education 1975-2000. In T. W. Hipple, The future of education 1975-2000 (pp. 160-180). Pacific Palisades, CA: Goodyear.
- Ravitch, D. (1983). The troubled crusade. New York: Basic Books.
- Ravitch, D. (1985). The schools we deserve. New York: Basic Books.
- Restructuring and technology. (1988). Radius, 1(3), pp. 1-8.
- Schein, E. H. (1985). Organizational culture and leadership. San Francisco, CA: Jossey-Bass.
- Schuman, D. (1976). Bureaucracies, organizations, and administration: A political primer. New York: Macmillan.
- Schools of the Future Commission. (1987). Which way to the future? San Diego and its schools at a crossroads. San Diego, CA: San Diego City Schools.
- Seif, E. (1979). Planning schooling for future living. In F. Kierstead, J. Bowman, & C. Dede, (Eds.) Educational Futures: Sourcebook I (pp. 83-106). Washington, DC: World Future Society.
- Shane, H. (1973). The educational significance of the future. Bloomington, IN: Phi Delta Kappa.

- Shane, H., & Tabler, M. B. (1981). Educating for a new millennium.
Bloomington, IN: Phi Delta Kappa.
- Sizer, T. R. (1984). Horace's compromise: The dilemma of the American high school. Boston, MA: Houghton Mifflin.
- Spradley, J. P. (1979). The ethnographic interview. New York: Holt, Rinehart and Winston.
- Spradley, J. P. (1980). Participant observations. New York: Holt, Rinehart and Winston.
- Strickland, D. S. & Cooper, E. J. (1987) Educating black children: America's challenge. Washington, DC: Harvard University Press.
- Teachers feel left out in shaping school reforms (1985, September 13).
San Diego Union, p. 17.
- Toffler, A. (1970). Future shock. New York: Random House.
- Toffler, A. (1974). Learning for tomorrow. New York: Random House.
- Toffler, A. (1983). Previews and premises. New York: William Morrow & Company.
- Toffler, A. (1980). The third wave. New York: Murrow.
- Twentieth Century Fund. (1983). Report of the twentieth century fund task force on federal elementary and secondary education policy.
New York: Author.
- Waterman, R. H. JR. (1987). The renewal factor. Toronto, Canada:
Bantam Books.
- Weingartner, C. (1974). Schools and the future. In T. W. Hipple (Ed.),
The future of education: 1975-2000 (pp. 181-203). Pacific
Palisades, CA: Goodyear.

- Wessler, D. & Ortiz, F. I. (1986, October). The decentralization process of school systems. Urban Education, 21(3), p. 280.
- Whyte, W. F. (1955). Street corner society (Rev. ed). Chicago, IL: University of Chicago Press.
- Wilson, S. (1977). The use of ethnographic techniques in educational research. Review of Educational Research, 47, pp. 245-265.
- World Future Society. (1979). Educational futures: Sourcebook I. Washington, DC: Author
- World Future Society. (1980). Education and the future. Washington, DC: Author.
- Worthen, B., & Saunders, J. (1973). Educational evaluation: Theory and practice. Belmont, CA: Wadsworth.
- United States Department of Education. (1987). Japanese education today. Washington, DC: Author.

APPENDIX A

Sample Interview Guide

1. What was the purpose of the study?
2. Why do you believe you were appointed?
3. What were your expectations?
4. Were those met?
5. What is your assessment of the group participation?
Group dynamics? Cohesion? Common values? Leadership?
Representation?
6. What recommendation is of greatest influence?
7. What major themes were part of the deliberations?
8. Who is the main focus of the study?
9. What impact will the study have?
What difference will it make in the:
Community?
Businesses?
Schools?
10. Do you think the Commission's work truly addressed the school district's future?
If so, how?
If not, where does it need other work?
11. Is there a role for the commission after completion of the study? Describe what you think that entails?

12. Did the Commission work address the needs of the students who will be enrolled through the year 2000?
If so, indicate one or two ways you believe this was demonstrated?
If not, where were the shortcomings?
13. Do you expect the Commission study to be taken seriously by the San Diego community, parents, school district staff?
14. Are the recommendations achievable?

APPENDIX B

Brainstorming Notes From Friday Retreat SessionFriday, August 22Existing Conditions

- ° Awareness we have problems
- ° Rapidly changing society
- ° Desire to plan for future
- ° Care and concern for education
- ° Interest in fairness and equity
- ° Proactive rather than reactive
- ° Need to improve schooling for minorities and majorities
- ° More effective schools for all
- ° Existence of an environment or opportunity for change
- ° We have a workforce not really ready for change
- ° National attention on public education
- ° Expectations for schools that are higher than resources people are willing to allocate to meet them
- ° Fear
- ° Have education appear more enjoyment than endurance
- ° To form a coalition for better schools
- ° Myriad of simplistic solutions
- ° Competition
- ° Dramatic changes in institution of family
- ° Concern that public schools could become political scapegoat
- ° Technological potential not being utilized

- ° Widespread skepticism and cynicism in education community that change can be effected

- ° Lack of support bordering on opposition

Basic Goal(s)

- ° Excellence for all

- ° Plan and create optimum environment for learning in San Diego

- ° Increased level of commitment by students, staff, and public at large for community education

- ° Maximize human potential of each person who is part of the learning environment

- ° Enhance teaching as a profession

- ° Prepare our children for the third millenium [sic]

- ° Have every parent actively involved in his/her children's education

- ° Have every student actively involved in his or her own education

- ° Restore confidence and respect in public education

- ° Develop political support system which leads to allocation of resources to enable meeting these goals

- ° Have total community see education as its responsibility

- ° Create atmosphere conducive to learning

- ° Have every child be bilingual in a decade

- ° Prepare students to be citizens of a global society

Beliefs - Values

- ° Individuals should contribute to the society in which they live

- ° An educated informed citizenry is indispensable to a free society

- ° People banding together can create great strength and wisdom
- ° Believe we can achieve progress in education
- ° Believe there should be equal free access to educational opportunity
- ° Believe the quality of life in a community is related to the quality/excellence of the public schools
- ° Schools are necessary--will always exist
- ° I am my brother's keeper
- ° Liberty, equality, fraternity (sorority)
- ° It is not healthy to widen gap between the have nots and the haves
- ° Children are our more important resource
- ° Diversity should be accepted/encouraged, not just tolerated

Strategies

- ° Articulate what is and what you want it to be
- ° Find a way to keep politics out of the classroom
- ° Identify various incentive and reward systems
- ° Define name of game
 - What is public education
 - Diversities
 - Way to achieve
 - Etc.
- ° Convince a lot of people the goals are the right ones
- ° Deal with priorities
- ° Build a community coalition

- ° Prevent those with private political agendas from framing the issues

- ° Create climate and commitment for change
- ° Provide for participation of greater range of people
- ° Stop parading the horrors [sic] about public education
- ° Utilize current national interest in education and apply to

San Diego City Schools

- ° Convince public everybody benefits from good education
- ° Visibly demonstrate what a successful school looks like, then promote it in the community
- ° Convince people that changing from what we know now to something else is a good thing

Guiding Management Concepts

- ° Set high expectations and clearly state them
- ° Community participation
- ° Identify resources, human and financial, the schools need and then allocate them
- ° Create the community of interest
- ° Perception of fairness
- ° Lead (manage) by example

Facilitating Goals

- ° A place with students, teachers, staff working collaboratively
- ° Incentives and reward systems
- ° Enhancing teaching as a profession
- ° Ongoing involvement of all the participants

- ° Selection of staff
- ° Demonstrable performance levels of students, teachers, staff
- ° Improve quality of schools of education
- ° A model school
- ° Differentiated staff and learning arrangements
- ° Equal access to learning and resources
- ° Getting people to accept responsibility for their part in and of the process of education
- ° A good plan or planning process
- ° Physical environment conducive to learning

Technology - Laws

- ° Interactive computers
- ° Education code
 - ° State budget
 - State/Local/Federal budgets

"SAM" Objectives

(Specific, Attainable, Measurable)

- ° Standards for teachers
- ° Measure performance of staff, teachers, students against performance standards
 - ° K-12 definition of curriculum and content
 - ° By _____ (Date/Time), _____ (Person) will _____ (Do Something Measurable) _____ (Accountable to)

Beliefs - Values

- ° Believe in education and freedom
- ° Believe in opportunity
- ° Believe racial minorities will always receive a lesser education unless _____
- ° Believe school system can do better than it is now doing
- ° Believe one must be educated in order to maximize one's human potential
- ° Believe child is educated by all of society, including schools
- ° Believe society should give public schools basic tools to function effectively
- ° Believe schools are the basic institutions for socialization of a free society
- ° Believe we should educate students in democratic principles and values so as to enable students to make a constructive contribution
- ° Believe schools should be an agent of reality (and inherent sense of responsibility)
- ° Ability to cope with reality
- ° Believe education also deals with dreams
- ° Dreams and visions
- ° Believe knowledge is power
 - Believe power enables individual to shape his/her own destiny and that of others
 - And that it must done within some sort of moral system that puts checks and balances on that power
- ° The truth shall make you free (but first miserable)

APPENDIX C

Brainstorming Notes From Saturday Retreat SessionSaturday, August 23Beliefs - Values

- ° Believe survival of our democratic society is important and our public education system is indispensable to that
- ° Believe education is essential to the maximization of the human potential
- ° Believe the essence of being human is caring for others
- ° Believe to educate is to care
- ° Believe the democratic society can only grow and prosper through education
- ° Believe education should result in an appreciation of knowledge
- ° Believe knowledge and education are good
- ° Believe education is the development of critical thinking and analytical skills and abilities
- ° Believe education is a practice of freedom
- ° Believe all children should have equal access to an education
 - For each child
- ° All are entitled to public education of the highest quality
- ° Believe that in a diverse society such as ours, a free and fair public school system is the chief instrument of social stability
- ° Believe the public education system can be improved
- ° Believe public education system has done lots of good
- ° Believe education is a process shared by many social institutions including the schools

- ° Believe the community shares most of these beliefs and, if it is given a plan for improvement, will support public education
- ° Believe a truly excellent free public school system threatens the status quo
- ° Believe the schools should sometimes lead (by example) and not always follow
- ° Believe we can make some improvements even without additional resources and even if some elements do not fulfill their responsibility
- ° Believe the distribution of goods and services within the community has some correlation to the education system
- ° Believe that the dropout rate and going on to college are measures of effectiveness of the educational system
- ° Believe there is some relationship between the level of unemployment and the effectiveness of the educational system
- ° Believe the schools can effectively meet the needs of all the students in all the schools
- ° Believe we are not there yet
- ° Believe we (San Diego) are now importing people to do many "high tech" and higher paying jobs because the local educational systems are not developing as many as are needed
- ° Believe we are not educating the entire community therefore the size of the "pool" is limited
- ° Believe we should apply resources in relation to the need
- ° Believe we are not providing anywhere near the resources (people and dollars) needed for public education
- ° Believe the ratio of students going to private vs. public schools

is a measure of effectiveness of the public school system

- ° Believe family unit is the main foundation of society and the values and structure of the family unit has a significant impact on the degree of importance and effective use of our education system

- ° Believe knowledge is power--(ignorance is bliss)

- ° Believe part of the effectiveness of the system has to do with the expectations of the system

- ° Believe the general public should know what the expectations of the system are

- ° Believe public schools are the best mechanism to guarantee equality of opportunity

- ° Believe the public thinks the public schools have been taken over by non-whites [sic] and poor people--And that is why they do not want to support the schools

- ° Believe American public has never been satisfied with public schools

- ° Believe the guarantee of a quality education is the responsibility (joint venture) of the student, parents, schools, and the community

- ° Believe public education cannot and should not be blamed for all the problems of our society

- ° Believe everyone can learn but they learn at different rates and in different ways

- ° Believe the community expects the public schools to accept the student as he/she is when the person comes through the school house door and teach him/her

- ° Believe everyone can learn

Beliefs - Values Categories

- ° Ability to learn
- ° Equality of opportunity
- ° Public expectations
- ° Measures of effectiveness
- ° Underlying purpose of public education
- ° Shared responsibilities
- ° About children (can all learn)
- ° Societal
 - Individual
 - Shared responsibility
- ° Institutionalized education
- ° Outcome of/and process
- ° Sufficient resources
- ° Excellence and improvement
- ° Needs of society and local community
- ° Why public
- ° Why compulsory
- ° External/Internal operations
- ° More extreme than what we're willing to die for is what we're for
willing to pay for
- ° Prioritizing aspects of education
- ° Schools as means of
 - Supporting society
 - Changing society

Basic Goal(s)

- ° Plan and create an optimum environment for learning in San Diego public schools
- ° Equal accessibility to all for optimum learning environment
- ° To keep alive the American dream and preserve the basic tenets of democracy
- ° Realization of potential and dreams of all
- ° Instill/reinstill in society the belief that education is a necessity for the betterment of all people
- ° That it take place in integrated schools
- ° Accept (more than tolerate) diversity
- ° That we not make the (bell) curve broader
- ° Develop responsible, competent, participating citizens
- ° Prepare to become citizens of a global society
- ° Preparation process to _____
- ° Political support, resources, community support, confidence
- ° Enhances teaching as a profession
- ° Education system is to cause _____(whatever) not just enable
- ° Education system should enable _____
- ° Education system is to cause _____that enables_____
- ° Broaden choices available to each person in this rapidly changing world
- ° Motivation
 - By way you define and communicate the reward and incentives system to:

--Students

--Parents

--Broader community

--Active awareness of what those incentives and rewards are and
development of the ability to take advantage of them

° Broaden humanization of our community

--Creative cultivation

--Cultural understanding

--Appreciation

Strategy(s)

° A community compact for education (that it is a joint venture)

° Define what it is that school (and school district) is going to
deliver and the roles of the various parties

--And deliver it

--And communicate it to the students, parents, community

--And sell it

° Plan for evaluation (means of measuring)

° Schools will change one school at a time, one cell at a time

° Create something someone wants to "buy"

° Creation of pluralistic learning environments, each with a
specified set of expectations

° Strategy to replace current adversarial method of collective
bargaining that governs employee relations

° Strategy to enhance the professionalism of teachers

° Strategy to change the attitudes of teachers regarding students'
learning abilities

Strategy Categories (Purposes)

° Need:

- Strategy to engage the students in the learning process
- Strategy for changing the way in which the school is organized
- Strategies to optimize interaction inside: between students, teachers, staff
- Strategies re [sic] external environment: parents, community
- Strategy of rewards to cause _____ to happen
- Strategy for involving people in decision making
- Strategy for allocating resources
- Strategy for communicating beliefs and values throughout community so that people buy in
- Strategy for evaluating what you are doing and for adjusting where needed
- Strategy for leadership
- Strategy for increasing resources
- Strategy for quality control
- Strategy for greater utilization of technology
- Strategy for tapping community resources
- Strategy for changing working conditions in schools
(including manageable class sizes, sufficient and quality textbooks, safe and attractive facilities, etc.)

Small Working GroupsFirst Attempt to Distill Planning AreasBeliefs - Values

- ° Believe education is good
- ° Believe a public education system is essential to the existence and advancement of our democratic society
- ° Believe that public education is essential to the maximization of the individual human potential
- ° Believe all are entitled to public education of the highest quality
- ° Believe the guarantee of quality public education is the cooperative responsibility of the student, family, school, and community
- ° Believe that the quality of public education must be continually examined and improved

Notes on Beliefs - Values Statements

- ° Ethics and morality
- ° Quality education
- ° Education/leadership
- ° School as leader
- ° Each child is entitled

Basic Goals

- ° I. Focus on students
 - A. Individual intellectual growth
 - Realization of potential and dreams
 - Narrowing of bell-shaped curve

--Cultural appreciation

B. Preparation for Society

--Broaden choices

--Preparation process to _____

--Cause _____ to enable

--Keep alive American dream

--Responsible, participating, caring, ethical members of
society

--Competent citizens

--Prepare for global society

II. For students, school system must:

--Create optimum environment for learning

--Equal accessibility

--Integrated schools

--Diversity

--Enhance teaching profession

--Motivation

III. In relation to community:

--Instill in society belief in education

--Develop confidence in school system

Notes on Basic Goals Statements

° Bell-shaped curve: more and more students functioning more and
more effectively

° Improve knowledge and skills

° Responsible citizenship

° Career skills

- ° Judgements in a democratic society
- ° Learning how to function in a capitalistic society
- ° Free enterprise
- ° Some things are more important than others for all students to know

--Should be in curriculum

- ° Computer literacy
- ° Entitlement of all to high quality education
- ° Flow from beliefs and values
- ° Resources and incentives and rewards
- ° Some notion of fair play

Strategies

- ° Create a community compact for education
- ° Define what education will be (strategies for pluralism)
- ° Define roles of district, school, student, family, and community
- ° Develop strategy for the way in which the school is organized and operated
- ° Strategies to create pluralistic learning environments for students
- ° Strategy for changing working conditions
- ° Strategies to optimize interaction inside (students, teachers, staff) and outside (parents, community)
- ° Strategy to engage students in the learning process
- ° Strategy to enhance teaching profession, attitudes about who can learn (cooperative bargaining)

- ° System of incentives
- ° Quality control
- ° Tapping community resources
- ° Evaluation for effectiveness
- ° Strategy for allocating resources
- ° Strategy to communicate to community
- ° Create a community compact for education

Notes on Strategy Statements

- ° Strategy to make teaching more effective
- ° Change: --Communicate
 - Strategy for
- ° Strategy re [sic] people with vested interest
- ° Strategy to build on what is positive
- ° Strategy of commission report
- ° Financing strategy
- ° Upbeat report
 - Where it should be going
 - And what is needed to get there
- ° Make it exciting
- ° Schools in relation to what we want to see for San Diego

community

- ° Link community and public education
- ° System of fair pay/fair play without adversary collective

bargaining

The full group was reconvened for the purpose of discussing
(a) facilitating goals, (b) guiding management concepts, (c) the

contents of the Commission report, and (d) specific, attainable, measurable (SAM) objectives. Recorded notes on these areas follow.

Characteristics of Facilitating Goal (Vehicle)

- | | |
|----------------------------------|---------------------------|
| ° Dynamic | ° Physical |
| ° Dream Quality | ° Malleable |
| ° Visionary | ° Nondiscriminatory |
| ° Credible | ° Decentralized |
| ° Predictable | ° Positive |
| ° Unpredictable | ° Successful |
| ° Logical | ° Productive |
| ° Well funded | ° Performance oriented |
| ° Well peopled | ° Vigorous |
| ° Equitable | ° Diverse teaching styles |
| ° Collaborative | ° Cognitive |
| ° Fun | ° Affective |
| ° Joyous | ° Effective |
| ° Creative | ° Humane |
| ° Accountable | ° Nonsmoking |
| ° Series of physical plants with | |
| --Tools of learning | |
| --Aesthetically pleasing | |
| --Variety of locations | |
| ° People in building | |
| --Teachers | |
| --Support staff | |
| --Students | |

--Parents

--Industry

--Etc. (cross section of community)

- ° Flexible organization of space
- ° Flexibility of staff
- ° Safe place to be
- ° Orderliness
- ° Community of teachers and students
- ° Exciting instructional program
- ° Flexible scheduling of people and activities
- ° Motivational
- ° Involvement
- ° Perception of ownership

--Those there every day

--Broader community

- ° Broad ownership through direct input
- ° Round the clock and year round
- ° Not afraid to try new approaches when the old ones are not

working

- ° Technology--use of

Guiding Management Concepts

- ° Legal
- ° Broad participation in decision making
- ° Lead by example
- ° Authority, responsibility, and accountability
- ° Open, clear communication

- ° Willing to take risks
- ° Productive
- ° Clear goals and objectives
- ° Incentives and rewards
- ° High expectations
- ° Inspirational
- ° System for critique
- ° Structure at each point in time is to optimize what can be achieved at that point in time
- ° Cost effective

Contents of Commission Report

- ° Directed to community of San Diego
- ° Introduction:
 - Who the Commission is
 - Why established
 - Charge/mission
- ° Beliefs - Values
- ° Basic Goal
- ° Conditions
- ° Strategy
- ° Guiding management concepts (management meaning to build and create)
- ° Vision/characteristics of year 2000 public school system (facilitating goal/vehicle)
- ° Basic recommendations

--What would need to happen

--Costs

--Steps

"SAM" Objectives

° By 8/29/86, Ron Ottinger will produce and distribute to each participant and/or Commission member:

--Sequential set of all workshop sheets

--Set of all sheets from each element (i.e., Beliefs-Values, Basic Goal(s), etc.)

° By 9/11/86, _____ (small working group) with _____ (person) as convener will develop a draft of _____ (element) and present to the overall Commission for review/edit in the meeting of Thursday, September 18, at 4:00 p.m. at the Board Room of the County Office of Education.

APPENDIX D

Hispanic Parents for Quality Public Education
Preliminary Proposal for a Parent Training Institute

January 5, 1986

Introduction

San Diego's population is growing at a faster rate than any other region of California. The city's public school system is the second largest in the state with an enrollment of just over 115,000 students. Like other major urban centers of California, San Diego and its schools are rapidly becoming multicultural. The racial/ethnic composition of San Diego City Schools is currently 46.2% White, 16.0% Black, 20.4% Hispanic, and 17.4% Asian/Other. By the year 2000, the school district estimates that the Hispanic population will be at least one quarter of the total enrollment in the public schools.

Though the school district has developed a fairly successful integration program of magnet schools and voluntary busing, the achievement and graduation levels are not equal across the racial/ethnic groups. Twenty-five percent of Hispanic students drop out of City Schools compared to 14% of White students. Only 12% of Hispanic graduates enroll in four-year colleges or universities compared to 38% for White graduates. And just over 7% of all teachers in the school district are Hispanic.

While a couple of the service organizations representing Hispanic families have begun working with the school district on the problem of Hispanic students dropping out of school, no organization exists of

those who have the greatest interest in the success of Hispanic students--Hispanic parents.

The Need for An Hispanic Parents' Training Institute

While the school system is ultimately responsible for the success or failure of each Hispanic student to graduate from high school, parents can often be the most important influence both with their children and with the school system to push for positive results. However, there is a major cultural problem that must be overcome if Hispanic parents are to become participants in the education of their children.

Many Hispanics living in San Diego immigrate from Mexico where the public schools are a trusted institution. Generally, it appears that since most Mexican students receive public education only through the eighth grade, the schools accelerate the curriculum to ensure that each child is grounded in the basics of an elementary and secondary education. Mexican parents place great faith, confidence, and pride in the school system to provide their children with a decent education. Consequently, parents do not interfere in the schools' sphere of influence.

This same reverence for the public school institution and separation of school and home is transferred to experience with the American schools when Mexican families immigrate to the United States. As a consequence, while studies have shown that Mexican-American families have equal or greater expectations for their children's schooling, these parents do not take the necessary steps to ensure their children's academic success.

What an Hispanic Parent Training Institute Would Provide

There are three major needs that an institute to develop Hispanic parent participation with the schools would address:

- ° Making visible to parents how the American public school system in general and San Diego Unified School District in particular work to educate students;
- ° Demonstrating to parents how they should be participating at home and in the schools to support their children's education'
- ° Organizing parents around common issues to push the school board and school district administration to allocate resources and develop programs that will result in more equitable academic outcomes for Hispanic students in comparison to Anglo students.

To meet these needs, the Institute would provide the following services and programs:

- ° Parent education training sessions on how the school system works and how to be involved daily with their children's schooling;
- ° Communication from the Institute with parents and monitoring of the schools to ensure regular communication between the schools and parents;
- ° Research on test results, grades, graduates, dropouts, and other relevant information to assist parents in making visible the academic needs of their children;
- ° An organizational structure to bring pressure to bear on the school board and the superintendent when necessary to resolve problems and to guarantee a fair and equitable distribution of resources.

Initially, the Institute would focus its attention on Hispanic parents of elementary school students. Major research studies have shown that children who drop out begin to fall significantly behind their grade level academically in the third and fourth grades. Bilingual programs to assist limited English-speaking students make the transition to the English language are concentrated at the elementary level and the early grades of the junior high level. As students make the transition from elementary to junior high school, the Institute would expand its focus to the secondary schools.

Similarly, since the majority of Hispanic families are concentrated in the school district's Regional Planning Area (RPA) III--the communities south of Interstate 8--the Institute would focus its work on parents of students who live within RPA III.

A Pilot Project for the 1988-89 School Year

The Institute is proposing to begin a pilot project in the predominantly Hispanic elementary schools of RPA III by September of 1988. Between January 1987 and September 1988, the Institute would complete a number of preliminary tasks, including the following:

- ° Incorporate itself as a 501(c)3 tax-exempt organization;
- ° Form its board of directors from a cross section of parents and leaders in the Hispanic community;
- ° Raise funds for the pilot project;
- ° Recruit the Institute's director, assistant director, and administrator;
- ° Identify the initial participating school sites and develop an initial steering committee of parents and school personnel at each site;

- ° Develop the training program and train the training staff;
- ° Secure necessary mailing lists and phone numbers of parents from the school district;
- ° Prepare the initial mailings to parents to recruit them to the first series of training seminars.

There are approximately 10,000 Hispanic students living within RPA III, and a majority of those students attend elementary schools within RPA III's boundaries. This translates into about 5,000 Hispanic households. For the initial year of the pilot project, the Institute would focus on the RPA's five predominantly Hispanic elementary schools. Goals for the first year of the pilot project would include:

- ° Conducting two 5-week parent education training sessions for each school site during each school semester with at least 25 parents in each session, culminating in the visit to teachers by each participating parent with their children to set achievement goals for the semester and/or the year;
- ° Development of a 10-person parent steering committee and a supporting group of 50 active parents at each school site to coordinate the organization's activities;
- ° Identifying one area requiring improvement at each site during the year and organizing parents to work with the school administration to develop and implement a plan to address the need;
- ° Producing and mailing a monthly newsletter to participating parents;
- ° Ensuring that teachers and principals communicate monthly with parents on their children's academic progress through a checkoff list of progress indicators;

- ° Monitoring test results and grades of participating students and parents to ensure that students have achieved the goals set with teachers at the beginning of the semester and/or the year;
- ° Hosting a year-end recognition dinner to award parents, school officials, and students who achieved positive results during the year.

The Board of Directors, Staffing, and Budget

The Institute would be staffed for the pilot year of the project with a director and assistant director who would conduct trainings, coordinate programs, publish the newsletter, and promote the project in the media. A part-time administrator would be hired to maintain correspondence and perform financial management functions.

The board of directors would raise the funds for the project, hire the director, set the strategy and program for the pilot, and promote the project within Hispanic community organizations and churches.

The approximate cost of the initial pilot year of the project would be \$80,625. While a significant portion of the operating costs may be contributed as in-kind donations, the actual costs are listed to provide an accurate picture of the expenses for such a program.

Budget for June 1988 - June 1989

<u>Expense</u>	<u>Amount</u>
<u>Personnel</u>	
Director	\$25,000
Assistant Director	20,000
Administrator (1/2 time)	7,500
Health and Fringe (@ 25%)	13,125
Sub-Total Personnel	\$65,625
<u>Operating Costs</u>	
Rent (\$200/mo.)	\$ 2,400
Telephone (150/mo.)	1,800
Newsletter Development	3,000
Copying/Printing (Newsletter + Other)	1,000
Postage (Newsletter + Other)	1,500
Supplies	500
Computer (Purchase)	3,000
Travel (150/mo.)	1,800
Sub-Total Operating Costs	\$15,000
Total Pilot Project Costs	\$80,625

APPENDIX E

DRAFT

Restructuring Schools for the Future

January 14, 1986

Why Restructure Schools

The current system of educating the city's children is working for some but is failing for significant numbers of young people, particularly racial and ethnic minorities. While Hispanic and Black students account for over one-third of the 115,000 students enrolled in City Schools, the high dropout rates, the low grade point averages, and the small numbers of Hispanic and Black high school graduates enrolling and receiving degrees from schools of higher education indicate that these minority students--as well as significant numbers of majority White students--are not being educated to effectively participate in San Diego's future.

San Diego's economic, social, and political structure has shifted over the last twenty years. The economy has evolved from manufacturing to services and trades. The population has grown rapidly and has become increasingly multicultural. The politics of managing growth, meeting human needs, and guaranteeing public security have become more complex and challenged traditional values.

Though the skills required to live and work in San Diego have changed dramatically, the city's public schools continue, for the most part, to educate young residents with the teaching methods, curriculum, and organizational structure of the past. Lecture classes geared to

imparting facts rather than seminars and cooperative learning workgroups geared to problem-solving, decision-making, and communication constitute the dominant teaching method. Math and science textbooks, for the most part, have little relation to everyday life. Schools continue to be organized along the lines of industrial factories, with teachers as assembly line workers, rather than like modern technology companies which emphasize team management.

Principles for Restructuring Schools

Twenty to thirty years ago, the mass production approach to education was viable: those who dropped out or did not learn to read and write in school were needed on the assembly line and could earn a decent living. The future approach to education in a city which is experiencing a boom in jobs requiring greater literacy skills yet which must finance services for greater numbers of retired citizens and new immigrants demands that every child who walks through the schoolhouse door be educated and graduate.

The health care system in many ways can serve as an analogy for the concepts required to restructure schools.

- ° Preventative medicine to keep students from dropping out of school or graduating functionally illiterate should be practiced from day one.
- ° Diagnoses for language and skill needs should start at age four and "head start" remediation provided as needed. Kindergarten through third grade programs should be organized to concentrate on written and verbal language skills and class sizes for these grades should be significantly reduced.

- ° Each child should be treated on an individual basis. The learning method that works best for each student should be used, whether it be a seminar, lecture, or individual instruction.
- ° Parents should be called in for frequent consultations and mini-training sessions on how to care for their children's academic health.
- ° A teacher or counselor should be assigned at each school level to regularly check up on the academic progress and well-being of each student.

Schools of the year 2000 must, in the words of former U.S. Commissioner of Education Ernest Boyer, "empower our children in the use of the written and spoken word so they can become personally empowered and civically engaged." Students must become familiar with other cultures and, given San Diego's proximity to Mexico and location to the Pacific Rim, every student should leave school fluent in English and either Spanish or an Asian language. They must become mindful of the global implications of the world in which we live and aware of the ecology of the planet. They must understand the essentialness of work and the lifelong pursuit of knowledge. The curriculum and school activities should help students see a relation between how they learn and how they live.

Recommendations from the Carnegie Forum on Education and the Economy's much heralded report, "A Nation Prepared: Teachers for the 21st Century," suggest another health care analogy: the organization of future schools should resemble more a hospital than a factory setting to

provide maximum care and attention to individual student's learning needs.

- ° Just as the doctor is the most respected and highest paid professional in a hospital, the teacher should be the most respected and among the highest paid professionals in the school system.
- ° Just as the chief physician and doctors who are heads of departments manage hospital operations, the principal and teachers who are heads of school departments should manage school operations with the principal serving as chief teacher as well as chief executive.
- ° Just as there are many levels of doctors, nurses, and support staff in a hospital who perform a variety of functions depending on the degree of difficulty of the task, the school should be staffed by many levels of teachers, interns, and support staff who perform classroom and nonclassroom functions depending on the tasks involved.
- ° Just as teams of doctors and nurses are assigned a set pool of patients, teams of teachers and aides should cooperatively teach a prescribed number of students in order to concentrate attention on each student.

Restructuring the Future School System

The school system in the 21st century will need to be organized to provide maximum quality educational opportunities and choice to students and parents and maximum accountability to taxpayers and employers. The

school system will have to become an integral part of the San Diego community rather than an isolated entity to develop ownership of the schools by students and parents, by teachers and administrators, and by the community. Rather than being structured like a parent company and its franchise operations, the school system should be a decentralized operation similar to the County Office of Education and local county school districts.

The aim of the decentralized school system is to provide school site management with maximum authority and responsibility for setting clear goals, developing curriculum, and budgeting funds, while the school board and superintendent hold the sites accountable for student achievement, rewarding progress and, if necessary, intervening to prevent continuing failure.

The following delineation of the roles for the school board, school site management team, and superintendent are summaries, for the most part, of recommendations from the Carnegie Forum on Education and the Economy's report, "A Nation Prepared: Teachers for the 21st Century" and the California Commission on the Teaching Profession's "Who Will Teach Our Children."

° The School Board's Role

- Set the academic standards and expected outcomes that students at each grade level are expected to attain.
- Negotiate an annual covenant of clearly defined goals and responsibilities with each school site principal and his/her management team.

- Monitor the achievement of goals and academic objectives at each school site and publish an index of conditions for teaching and learning at each school site.
 - Financially reward and publicly recognize entire school site staffs if goals and objectives are met in order to encourage staff to work as a team.
 - Intervene in schools with consistently poor performance levels to provide additional assistance and support, and if necessary, replace the principal and management team.
- ° The school Site Management Team's Role
- Develop academic and nonacademic goals and objectives for each year using a process which involves teachers, students and parents.
 - Determine the organizational structure and principles to guide the school and create the school environment.
 - Control and allocate the majority of the school's budget to enable site decision-making over program, resource, and organizational priorities to accomplish goals and objectives.
 - Form peer review teams to evaluate the performance of teachers and other school site staff and to make recommendations on tenure decisions. Develop a process for school site staff to evaluate the principal and management team.
- ° The Superintendent's and Superintendent's Staff's Role
- Serve as staff to the board in setting academic standards and expected outcomes for each grade level and in helping develop

and monitor school site goals, objectives, achievements, and expenditures.

- Serve as a resource center to school sites for curriculum and program development and for materials purchasing.
- Provide resource teams to assist schools with consistently poor performance.
- Establish teaching schools modeled on the teaching hospital to enable experimentation in new teaching techniques, to provide staff development to teachers and administrators, and to sensitize teachers and administrators to the many ethnic and cultural backgrounds of students and to approaches for confronting the problems of adolescence. (Pittsburgh Public Schools has been operating a teacher/staff development training center since 1983.)

A decentralized school system which provides school sites with greater authority and responsibility for educating students requires a greater level of accountability for results. Accountability should occur in formal and informal ways.

The greatest level of accountability would come from the principal of each school making a public presentation to the board and the superintendent on the accomplishments in meeting the school's goals and objectives for the year. Schools which meet or exceed their goals would be rewarded depending on the degree of their goals' difficulty. Rewarding the entire staff of a school for success would not only encourage collaborative teaching but also would provide peer pressure accountability to hire and retain only competent teachers and staff.

A second visible means of accountability would come from the annual publishing of an index of conditions on teaching and learning at each school site. Such an index would be mailed yearly to parents and would be available to the general public. The index would include academic conditions such as proficiency test scores and class sizes, academic-related conditions such as dropout and attendance levels, physical conditions such as the quality and cleanliness of the buildings and grounds and the density of the school population, and career conditions for the high schools such as college acceptance and job placement.

On an informal level, day to day accountability will occur if parents and the community are invited to frequently attend classes and to participate in activities with students inside and outside of school.

Establishing Experimental Schools of the Future

Like the automobile industry which is experimenting with restructuring assembly plants to increase the quality of its products and the productivity of its workforce, school districts must begin experimenting to restructure schools for increasing the numbers and quality of graduates. The next twelve years should be a time of innovation in developing solutions to problems such as high dropout rates, low college attendance rates, and school safety issues which are eroding the public's confidence in its schools.

The process must be accomplished in phases, evaluating what does and does not work along the way. Within five years of the first experimental schools of the future, additional schools should begin the transition to the restructured model so that by the year 2000 all of the

city's public schools are operating in the new mode. The original experimental schools should remain as permanent staff development centers, providing retraining and enrichment to teachers and administrators and continually experimenting to come up with solutions to difficult problems, similar to the concept of teaching hospitals.

The Commission recommends that pilot "schools of the future" be established by the fall of 1989 in one elementary school, one junior high school, and one senior high school--preferably in the same cluster. A team of highly experienced teachers, administrators, teacher education college officials, parents of current or former students, and community leaders should be appointed by the school board and superintendent to create a framework for the pilot, review laws and procedures which might need to be changed or waived, establish funding levels, and develop an application process.

The application process is a key component of the pilot effort. Only those schools which want to be a part of the program should be selected. Two-thirds of the teachers and administrators and a majority of the parents at an applying school site must approve submission of the application.

The experimental sites should receive priority treatment in the San Diego Compact, with incentives such as college scholarships and jobs and services such as counseling and health care targeted to students in those schools.

The Commission, the Board of Education, and the Superintendent must actively promote and explain the context and concepts behind restructuring schools for the future. The process of developing the

pilot effort is part of the program. Teachers and administrators, students and parents, the city and the community must all be involved in creating the project if they are to develop the ownership required for success.

APPENDIX F

SAN DIEGO COMPACT CONCEPT

INTRODUCTION

San Diego faces a growing crisis. Our present and future social, economic and political well-being is dependent upon a competent and appropriate labor force to meet the rapidly changing needs of employers in the community. Evidence of increased school dropout rates and deficient entry level skills among youth is alarming. The combined efforts of leaders in business, government, education and the community will be required to focus on the challenge and to stabilize the future of San Diego's economic foundation.

EMPLOYMENT SITUATION OF YOUTH

Unemployment among San Diego youth persists as a significant problem. The unemployment rate among the general population continues at a record low through San Diego, but the unemployment rate for youth remains high, particularly among minority and disadvantaged youth.

Unemployment rates, however, fail to provide an accurate accounting of the magnitude of the problem facing youth. The number of unemployed youth is even greater when young people who have become discouraged and dropped out of the labor force are considered. These young people are not counted in the employment statistics but need substantial assistance to become and remain employable.

A growing number of youth fall within a "high risk" group categorized by a serious lack of basic skills and experience necessary to gain and hold productive jobs. "High risk" youth are defined as those experiencing multiple barriers to employment which seriously

jeopardize their immediate and long-term ability to get and keep a job. Without effective intervention, such youth are not expected to obtain the skills and experience necessary for self-supporting and productive adulthoods.

San Diego will pay heavy price for young people who do not find jobs and become productive members of society. The competitive strength of our economy is threatened by a lack of qualified entry level workers due to the declining size of the youth population and the rising incidence of "high risk" characteristics.

IMPACT ON THE SAN DIEGO ECONOMY

Positioned on the Pacific Rim, San Diego's economic future is bright. Strong economic growth is predicted in the information, service, trade and high technological manufacturing industries. New jobs in these areas will require competent skills in reading, writing, math, and interpersonal communications. A local labor force which is deficient in these basic tools sought by employers will result in the loss of job opportunities to non-San Diegans and continued growth of the resulting underclass of unemployable citizens. The future economic and social health of San Diego is threatened.

San Diego's economic future is dependent upon the youth within its schools today. The high school graduates of the year 2000 are now in kindergarten. The employability of a youth depends upon eliminating the gap between the skills required and the educational levels of the most at-risk youth. This gap can be bridged by formation of a compact among San Diego business, education, government, and the community.

THE BOSTON EXPERIENCE

The successes of the Boston Compact have spurred other cities to explore establishing compacts between business and educational communities. In Boston, the compact idea was born out of the desegregation program and the adopt-a-school model. Business was experiencing a shortfall of inner city youth resources to fill entry level jobs and was recruiting almost solely from the suburbs.

Business saw the compact as a way to get involved. This is referred to as ESI, enlightened self-interest. Business was responsible for providing good jobs and the schools began to define goals to increase attendance and achievement scores while reducing the dropout rate. In 1985, the results were as follows for the 3,000 Boston high school seniors:

- ° 82% graduated
- ° 55% enrolled in college
- ° 36% entered employment full-time
- ° 3% enlisted in the military
- ° 6% were not in school and not employed

The business community has provided an ever increasing number of permanent jobs from 415 the first year to nearly double that two years later.

In addition to Boston, other cities such as Dallas, Portland and Seattle have created models for a collaborative effort focused on (1) keeping at-risk students in school; (2) motivating youth to achieve higher academic scores, and in return, (3) guarantee youth a job opportunity. The Compact agreement provides that the business,

government and education communities forge a performance-based agreement to achieve basic education improvements in exchange for jobs for youth.

THE SAN DIEGO COMPACT

The multiple barriers to employment encountered by youth will require a multifaceted, and broad community partnership to adequately meet the challenge. The community leaders who will play key roles in the San Diego Compact will include the chief executives of the following: the business community; the Chamber of Commerce; the City of San Diego; San Diego Unified School District; the Private Industry Council; the major public and private universities; the Community College District; community-based organizations and the Naval Base.

Together, these key community resources will focus on marshalling a comprehensive system of services to deliver the following results:

- 1) Reduce the number of high school dropouts.
- 2) Increase the employability of the labor force.
- 3) Provide increased access to jobs--especially for low-income and minority youth.

Active participation of the leadership group will be critical to building the foundation for the Compact. Initially, the emphasis will be on joint planning and overall policy development. A collaborative agreement will guide the activities of the leadership group.

The Compact will focus initially on youth aged 14-18. The long-term emphasis will span from preschool through high school graduation. Targeting older youth immediately will begin the process of reversing the course of youth unemployment for the short-term. Maximum

efforts will be made to divert at-risk youth from welfare, or worse, prison as early as possible by a comprehensive approach to addressing the academic as well as social problems of teenagers such as substance abuse, pregnancy, and gang related activities.

The strategy of the Compact will be to interrupt the degenerative process early. This will include focusing on the provision of essential basic needs such as for nutrition, housing, clothing, transportation and security to support the overall goals and objectives of the Compact.

ORGANIZATION OF THE COMPACT

The organizational structure of the Compact will be based on strong leadership from the chief executives in establishing overall policies and specific measurable goals. A planning team will be formed to assist this group which will be comprised of key staff including various program directors, high level business representatives, school site administrators, union leaders, naval representatives and youth.

An implementation team will be formed to put the plans into action. Under the umbrella of the Compact, a variety of interrelated agreements will be forged at this level to assure successful implementation.

The underlying assumption of the San Diego Compact concept will be that the solution to a major community challenge lies in a broad, coordinated effort to focus limited resources. Business will be strengthened by a prepared labor force on which to draw; the community will experience a reduction in dependent citizens; the schools will enjoy a motivated student with a prospect for the future.

SAN DIEGO COMPACT

MASTER COOPERATIVE AGREEMENT

WHEREAS: San Diego, the seventh-largest city in the United States, is a multiethnic community with an employment base characterized by a high percentage of small business enterprise, significant military and defense-related employment, rapidly growing and diverse service industries, continuous expansion of technological manufacturing, research and development, and increasing involvement in international commerce on the Pacific Rim, and,

WHEREAS: Youth unemployment, particularly among low income and minority youth, is disproportionately high in our community, and,

WHEREAS: The preparation of a qualified and motivated work force is an important investment in our economic and social future, and,

WHEREAS: Effective employment preparation requires coordination of resources and active collaboration among public and private sector institutions, and,

WHEREAS: The San Diego Business community and City Schools have demonstrated the ability to form and maintain successful collaborative efforts, including the Partnerships in Education and the Hire-A-Youth Program,

WE THE UNDERSIGNED DO HEREBY AGREE to engage in the development of a San Diego Compact model, based in part on the Boston Compact experience.

FURTHERMORE, WE SHALL focus on developing cooperative agreements with measurable goals among education, business and appropriate community organizations which incorporate:

K-12 education goals that emphasize increased attendance, reduced dropout rates and increased achievement scores.

Employer goals that provide for priority hiring during the summer for in-school youth and full-time jobs for graduates.

Higher education goals that focus on increased admission and retention, particularly of minority and low income students.

Community goals that focus on the provision of essential human care and social services to support the above goals.

FURTHERMORE, WE SHALL designate the San Diego Private Industry Council (PIC) to serve as the intermediary agency. The PIC will develop and manage, in conjunction with the San Diego Unified School District and institutions of higher education, a school-based college counseling, employment preparation, and placement service;

AND we agree that we will develop and implement a plan to address agreed upon measurable goals for school improvements;

AND we shall secure the financial resources to support the goals of the Compact plan;

AND we agree that a data base will be developed by the San Diego Unified School District in conjunction with a designated review board;

AND we agree that an evaluation design will be developed to assess the accomplishments of the Compact plan;

AND we agree to undertake joint planning and sharing of potential resources in pursuit of our objectives;

AND, WHERE APPROPRIATE, WE AGREE TO ENTER INTO SPECIFIC AGREEMENTS
AND CONTRIBUTE STAFF AND OTHER RESOURCES TO ENSURE THE SUCCESSFUL
IMPLEMENTATION OF THE SAN DIEGO COMPACT PLAN.

Honorable Maureen O'Conner
Mayor, City of San Diego

Gordon C. Luce, Chairman and CEO
Great American First Savings Bank

Dr. John Nils Hanson
President, Solar Turbines, Inc.
Chairman, San Diego Private
Industry Council

Dr. Thomas W. Payzant
Superintendent, San Diego Unified
School District

Lee Grissom
President, Greater San Diego
Chamber of Commerce

Dr. Thomas Day
President,
San Diego State University

Admiral Bruce Boland
Commander,
Naval Base San Diego

APPENDIX G

SAN DIEGO CITY SCHOOLS
SCHOOLS OF THE FUTURE COMMISSIONReport of Task Force on Technology in the Schools of the FutureParticipants

Terry Churchill, Area Vice President, Pacific Bell & Task Force Chair
Bruce R. Boland, Rear Admiral, Commander Naval Base, San Diego
Thomas B. Day, President, San Diego State University
Glen H. Estell, Branch Manager, IBM Corporation
Jack Hill, Director, Curriculum Development, County Office of Education
Ken Peterson, Vice Principal, Bethune Elementary School
Sharon Terrill, Education Chair, Greater San Diego Chamber of Commerce

Task Force Staff

Ron Ottinger, Staff to the Schools of the Future Commission

April 24, 1987

Preface

The Schools of the Future Commission created a task force on technology and charged the panel with making recommendations on the role of technology in shaping future schools.

Mr. Terry Churchill, Area Vice President for Pacific Bell, chaired the task force which included high level leadership from San Diego technology companies, public schools, universities, and the Navy. Although the special panel examined research studies and national publications on trends and issues in educational technology, members developed this report primarily from a series of discussions which drew upon each participant's considerable experience.

The report is offered to school district and community leadership as a discussion paper on effectively integrating technology into teaching, learning, and school management.

I. The Changing Educational Environment

San Diego, like the nation, is in transition. The changing nature of family, the population, work and everyday life--all are factors which will profoundly influence public schools in the next century.

Growing numbers of children will come to school from single-parent and two-job families requiring preschool and after-school programs. More students will attend school with needs for special language, academic, and counseling services. The complexity of future jobs and community issues will require young people to think, read, write, and communicate at higher levels.

The information age is upon us. The schools of tomorrow must

evolve from those of industrial America, teaching the individual rather than the textbook, thinking skills rather than memory skills, and methods of learning rather than test-taking techniques. For more young people to succeed in future schools, they will need creative and flexible learning experiences and greater individual support.

While the expectations for schooling are increasing, the ability of schools to meet new demands appears to be declining. School budgets are shrinking at a time of rapid population growth; class sizes throughout California continue to be the highest in the country; students are dropping out of school at alarming rates.

San Diego's economic and social needs in the year 2000 will require that greater numbers of young people from all backgrounds secure an adequate education. The community cannot afford the costs in dollars and social unrest if thousands of young people are unprepared to meet the needs of the future.

II. The Role of Technology in Future Schools

Restructuring schools and the classroom to provide enhanced group and individualized instruction and performance-based accountability will be exceedingly difficult without the use of technology. Computers and telecommunications media will dramatically change the delivery and management of instruction and the incentives for school success in the 21st century.

In the classroom of the future, user-friendly computers and software programs, telecommunication-networked computers, and database "libraries" of information can come together as learning centers for

students. Teaching and learning will no longer be confined to the classroom alone--a portable computer and a telephone line will enable students to access information and instruction in or out of school at any time of the day.

Students can watch a video documentary on Japanese or Mexican culture, then divide up into study teams to research follow-up questions on computers using databases of news articles and reference materials. The process of retrieving and assembling the appropriate facts will require students to learn a questioning method that is part of higher level thinking.

Technology will not replace the teacher. It is only a tool. Computers and visual communication devices will serve as aids in each classroom for teachers to more effectively meet each student's learning needs. Teachers can tailor computer-based lesson plans for individual or group instruction. Their primary task can then shift to facilitating learning and motivating students to succeed. Student progress can be monitored continuously to pinpoint areas requiring additional attention.

Technology will allow teachers and parents to communicate regularly. Teachers can send home preformatted progress reports. Parents can use home computers and a telephone modem to directly access student homework assignments and progress records.

The principal, teachers, and other staff can use technology to effectively measure the school's progress in meeting academic and nonacademic goals and objectives. Performance-based incentive systems will become more feasible. Department directors and teachers can assess the relative success of different curriculum and instructional methods.

Profiles can be maintained on achievement and learning needs for each student. In particular, computers can be used to identify students falling behind in various classes and enable teachers and administrators to track the results of various teaching strategies.

III. Overcoming the Obstacle to Integrating Technology in the Schools of the Future

Few models exist in San Diego City Schools today that demonstrate to teachers and school administrators how technology can be used to make jobs easier rather than more burdensome. While a number of schools are experimenting with aspects of computer education and management, few schools are using technology comprehensively in the classroom and administrative office.

Schools have appropriately purchased thousands of computers and accompanying software programs. Without a critical mass of equipment, little technology-based instruction can occur. Yet, fewer than 10% of all San Diego City Schools' teachers and school personnel are estimated to have a working understanding of using computers to enhance their effectiveness. Staff development programs which introduce and reinforce computer application to teaching and managing are a random rather than regular part of employee training sessions.

Since most priority programs are initiated by the board and superintendent, it is revealing that no school system goal or objective exists on technology. Students are required to take only one computer course: a nine-week exploratory class in the seventh grade. There are few incentives for individuals or schools to aggressively pursue technology.

Top school district and community leadership must recognize the opportunities and the risks of moving forward with technology in schools versus not acting. If the challenge is met, the potential is for enhanced economic growth and status. If technology is not embraced, the city will be unable to lure new jobs and business and residents will demand alternatives to the public education system.

Urban centers which have increased their investment in educational technology and a quality public school system are winning competitions for new industry, investment, and jobs. On the other hand, when business and military organizations annually spend billions of dollars to provide high school graduates and dropouts remedial basic skills and computer training courses, taxpayers begin to question this double cost.

Change will occur in education. The task force believes that embracing the opportunities offered by technology will shape a more productive future rather than waiting for a national crisis or federal legislation to dictate San Diego's course of action.

IV. A Challenge to School and Community Leadership

San Diego in the 21st century will be an exciting and innovative city if opportunities to improve the quality of life for all residents are promoted by visionary leadership in the schools and the larger community. New technologies offer the potential for preparing far greater numbers of future students to successfully participate in society.

The integration of technology into the schools of the future would be a major step towards creating a process for lifelong learning.

America is undergoing a transformation from an industrial society to an emerging "information" frontier. Rapid technological innovations will continually create new services and products and redefine requirements of the workforce and society. Learning for work, and for life, will be an ongoing process and technology will play a major role in lifelong education.

IV. Recommendations

Steps must be taken now to demonstrate technology's potential to provide enhanced group and individualized instruction for students, improved incentive systems and status for educators, and greater visibility of school results for the community. Projects should be undertaken which demonstrate a working vision of technology's benefits and which build broad support for expanding successful programs.

The following strategies are recommended for getting started. The list is not exhaustive. The ideas are meant to initiate discussion among appropriate school district and community decision makers that will lead to a plan of action.

- ° The school board and superintendent should work with the community to develop a technology policy for San Diego City Schools.

The superintendent should appoint a technology oversight committee consisting of representatives from the community and from major school district employee, student, and parent organizations to assist in designing, funding, and evaluating technology policies and programs. In addition, the superintendent should appoint a cabinet-level administrator to advocate technology as a priority in the school district.

A policy acknowledging the importance of technology to the future of the school district should be recommended by the superintendent and approved by the school board within the 1987-88 school year. The initial policy could include the concept of demonstrating the uses and benefits of technology. Future policy might focus on the inclusion of technology criteria for hiring and promoting staff and the creation of an organizational structure for driving technology implementation.

- ° **San Diego City Schools, the County Office of Education, Teacher Education and Computer Center Region 15, San Diego Universities and Businesses, and local Navy Department Activities should form a partnership to promote educational technology research and development.**

An established technology research and development partnership should be jointly established by San Diego public school, university, business, research, and military communities. The partnership would gather information on technological advancements and applications from around the country and recommend or sponsor educational technology projects in elementary and secondary schools and in the universities.

- ° **Technology should be integrated into a pilot "schools of the future" program to demonstrate its uses and effectiveness in restructuring schools.**

The pilot should include quantifiable measures to provide visible evidence of technology's effectiveness in motivating and assisting students to succeed in school. Participating schools should serve as demonstration and training centers.

- ° San Diego colleges of teacher and administrator preparation should be encouraged to continue and expand their leadership role in technology training.

Research and development on technology training programs should be encouraged, with the assistance of local and national technology assets. An immediate goal should be for teachers and administrators to be certified with demonstrated knowledge in the uses of technology.